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About 45 recommendations in six general areas of concern resulted from a report by the Commission on Integration. The implementation of these recommendations focused almost exclusively on elementary and junior high schools. The children considered in the integration study were Negroes and Puerto Ricans, although no distinction is made in the report among underprivileged children of different ethnic groups.

The first general area of concern included educational standards and curriculum. The recommendation of raising the level of academic achievement was carried out through reading programs, a school library, audiovisual instructional aids, parent-school relations, and special attention to student attendance and health. The establishment of programs for exceptional children was another recommendation. Special opportunity and adjustment classes for both intellectually gifted and mentally retarded children were implemented.

The second general heading of recommendations included guidance, education stimulations, and placement. All-day neighborhood schools, the Demonstration Guidance Program, and the Higher Horizons Project were among the specific programs initiated.

Other recommendations concerned teacher assignments and personnel, school zoning, site selection and maintenance of the school building, and community relations. The latter area involved the establishment of: a centralized community relations unit to coordinate work with professional personnel, civic groups, and private agencies; neighborhood councils to help stimulate a favorable climate for integration; and a public information unit to inform the public of the work of the school system and to secure community goodwill resulting in a better education for all children.

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TOWARD GREATER OPPORTUNITY

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A PROGRESS REPORT

from

The Superintendent of Schools

to

The Board of Education

dealing with

IMPLEMENTATION OF RECOMMENDATIONS

of the

COMMISSION ON INTEGRATION

BOARD OF EDUCATION OF THE CITY OF NEW YORK

JUNE 1960

Office of Education-EEOP
Research and Materials Branch Bennett O. Stalvey

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TOWARD GREATER OPPORTUNITY

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IMPLEMENTATION OF RECOMMENDATIONS

of the

COMMISSION ON INTEGRATION

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TO THE MEMBERS
OF THE BOARD OF EDUCATION

May 16, 1960

Dear Colleagues:

I present herewith the first full account of the progress of the implementation of the recommendations of your Commission on Integration, whose report you accepted over the period from 1956 to 1957.

Equality of educational opportunity for all children is a basic policy of the Board of Education, which my staff and I attempt to implement as effectively as possible.

Many of the problems resulting from ethnic group concentration in the community have their impact on the schools where such concentrations are reflected. Consequently, even though such groupings are basically a result of housing patterns in our City, we are striving, where consistent with other sound educational principles, to reduce them. While these efforts are taking place, we are at the same time trying to provide the best possible educational opportunities in the schools where this concentration takes place. This report is intended to show the steps we have taken thus far in both directions.

This review indicates that in spite of budgetary limitations and problems related thereto, definite progress has been made. However, much more needs to be done.

We are aware that the solution to this problem is of world as well as local significance. You may be sure that we are determined to continue and intensify the measures we have already taken and to undertake new steps to achieve the sound results we all seek. The school will not be able to do this alone. We need the help of every individual, the community, and all agencies of the City. With such help and with our determination, we cannot fail.

I am grateful to Deputy Superintendent Jacob Greenberg for his direction in the preparation of this report. My thanks also go to Mr. Jacob Landers, principal of Junior High School 64, Brooklyn, who edited the report in close consultation with the Board of Superintendents.

Sincerely yours,

John J Theobald

Superintendent of Schools

CHAPTER I. CHALLENGE AND RESPONSE

A: CHALLENGE: THE SUPREME COURT DECISION

When, on May 17, 1954, the Supreme Court announced its historic decision outlawing school segregation, most of us in the school system looked upon it as a legal and moral re-affirmation of our fundamental educational principles. This decision did not, of course, apply to us, since segregation had been illegal in the public schools of New York State since 1900.

There were, however, a number of individuals and groups which had been aware for some time of the educational problems resulting from changing residential patterns and housing discrimination. Many of our educational leaders had taken positive action to cope with these problems. For example, the High School Division had been pursuing, since 1940, a policy of re-districting in order to provide integration. In line with this objective, it had changed the boundary lines controlling admission to six different academic high schools—Franklin K. Lane, Bushwick, Andrew Jackson, John Adams, Richmond Hill, and Jamaica. Ten years ago, Morris High School was rezoned so as to become the flourishing example of real integration which it is today. In addition, the new Wingate High School had been so zoned as to enable the graduates of four schools (J.H.S. 35, P.S. 3, P.S. 93, P.S. 129) in the heart of Bedford-Stuyvesant to apply for admission.

Individual district superintendents had made efforts in the same direction. Superintendent Samuel Levenson had introduced limited permissive zoning, so that some children from the Bedford-Stuyvesant area in Brooklyn might attend J.H.S. 85, an integrated school, rather than J.H.S. 35, with 100% Negro population. Many of the superintendents had given priority to schools with special problems in connection with such matters as allotments for supplies, repairs, audio-visual equipment, and books.

Nevertheless, these actions were the outcomes of individual initiative or specific pressure, rather than of general policy and design. There was at times little understanding of the profound nature or effects of the kind of racial homogeneity which existed in many of our city schools.

The turning point occurred on June 21, 1954 at a symposium on the subject: "The Supreme Court Decision—New York's Responsibilities." The opening remarks were made by Dr. Kenneth Clark, Associate Professor of Psychology at City College, who said: "It would be a mistake to assume that the content and spirit of the May 17 Supreme Court decision apply only to the Southern states that have laws which require segregation. As I understand the decision, the U. S. Supreme Court has clearly stated that segregation itself damages the personality of human beings. The court did not limit itself to the statement that only legal segregation is detrimental to the human personality. It was explicit on May 17 and on May 24 in stating that various forms of racial segregation are damaging to the human spirit.

"Northern states are bound to put their own houses in order, if they are to obey the spirit of this decision.

". . . Northern public officials cannot afford to be either complacent or self-righteous with this issue. . . ."

Among the speakers at the symposium was Colonel Arthur Levitt, the President of the Board of Education. The next day Colonel Levitt requested the Public Education Association to conduct "a full, impartial and objective inquiry into the status of the public school education of the Negro and Puerto Rican children in New York City."

B: REPORT OF THE PUBLIC EDUCATION ASSOCIATION

The P.E.A. accepted the task and assigned it to a committee which in turn enlisted the help of the New York University Research Center for Human Relations to conduct the research. Two kinds of schools were selected and compared: "X" schools, defined as elementary schools with a Negro and Puerto Rican population of 90% or more, and junior high schools with a Negro and Puerto Rican population of 85% or more; and "Y" schools, defined as elementary and junior high schools with a Negro and Puerto Rican population of less than 10%.

The findings of the P.E.A. study, based on conditions which existed during the school year 1953-54, were, briefly:

- On the average, facilities in Group "X" schools were older and less adequate than those in Group "Y" schools. Group "X" buildings were older (43 years against 31), yet they were not so well maintained. There was less floor and playground space, and there were fewer special rooms.

- If tenure, probationary, and substitute status are measures of competency, Group "X" teachers were not as competent as Group "Y" teachers, since fewer of them were on tenure, and more of them had probationary or substitute status. Also, teacher turnover was more rapid in "X" schools.

- On the average, "X" schools received more services than "Y" schools, and had more classes for retarded children, but fewer for bright children.

- Average pupil achievement, as reflected in standardized tests in reading and arithmetic, was considerably lower in "X" schools than in "Y" schools. The differences in achievement increased with the grade of the children.
- If all classes were included, class size in Group "X" schools was somewhat smaller than in Group "Y" schools; however, if special classes were omitted from the calculations, class size in "X" schools was larger than class size in "Y" schools.
- Of the city's 639 elementary schools, 445 (71%) enrolled either 90% or more Negro and Puerto Rican children, or 90% or more children of other ethnic origins. In general, principles in zoning school districts ignored possibilities both of separation and of integration of ethnic groups. It was not overall school policy to encourage integration through zoning.

The P.E.A. emphasized the fact that many of these conditions were concomitants of factors beyond the control of the Board of Education. "Negroes and Puerto Ricans, in general, inhabit the older, well-established areas in the city, hence, their children will be housed in the older schools. . . .The need for new buildings is very great, and . . . at present outweighs the need for replacement of older buildings. Group "Y" schools are closer to teachers' homes . . . In the strictly legal sense, there is no such thing as segregation in the school system of New York City. Schools are neighborhood schools, and . . . the school population, therefore, reflects the ethnic composition of the school district."

C: CREATION OF COMMISSION ON INTEGRATION

While the P.E.A. study was in progress, there was continued self-examination and concern about the future on the part of Colonel Levitt, Superintendent of Schools Jansen, and other officials of our school system. Finally, on December 23, 1954, a resolution was unanimously approved by the Board of Education, directing the President of the Board of Education and the Superintendent of Schools to appoint a commission "to study and examine the racial composition of the schools within our city in order to determine whether the conditions therein conform to [proper] standards; and to report the facts with recommendations for such other or further action as may be necessary or advisable to approach more closely the racially integrated school in all localities."

This resolution stated clearly that the policy and program of the Board was to devise and put into operation a plan which would prevent the further development of racially homogeneous schools, and integrate the existing ones as quickly as practicable. "It is imperative that members of the Commission approach their responsibility with the understanding that racially homogeneous public schools are educationally undesirable." However, this same resolution recognized the existence of residential segregation which leads to schools predominantly of one ethnic group on the elementary and junior high school levels. Some two months earlier, Colonel Levitt, speaking at the New York Herald Tribune Forum, had said: "All of the attempts of the Board of Education artificially to integrate the schools by adjusting district lines end up as puny efforts in the face of this pattern of residential segregation. Unless, and until, these social attitudes are changed, the integrated school population, which should be our goal, . . . will remain impossible."

In recognition of these community influences upon the quality of education in our schools, the resolution stated: "As long as these larger social problems remain unsolved, it will be difficult, if not impossible, to solve some of the basic and related educational problems. For this reason, therefore, as educators we call upon the appropriate agencies of our municipal and state governments to take concrete steps to provide the social climate which will make it possible for us to increase the effectiveness of public education." Recognizing then the problems involved in securing the elimination of the ethnically homogeneous school, the resolution asked the Commission on Integration to "address itself to the closely related and crucial problems of raising the educational and vocational aspirations of talented students from economically and socially deprived groups."

On December 31, 1954, Colonel Levitt resigned the Presidency of the Board to take office as New York State Comptroller, and was succeeded by Charles H. Silver, who continued without lapse the integration programs of his predecessor. The thirty-seven members appointed to the Commission included twenty-three civic and educational leaders, all nine members of the Board of Education and five members of the Board's professional staff. Heading the Commission on Integration were Colonel Levitt and Mr. Silver, as co-chairmen, with Reverend John M. Coleman, a member of the Board of Education, as coordinator-secretary. Representatives of both the Board and the professional staff were included on each sub-commission.

D: REPORTS OF COMMISSION ON INTEGRATION

The Commission at its meeting on November 17, 1955 received the report of the P.E.A., and affirmed its long-range objective as follows: ". . . it is desirable policy to promote ethnic integration in our schools as a positive educational experience of which no child in the city should be deprived." Early in the discussions of the Commission, two distinct approaches to the problem became apparent. The first of these was to promote ethnic integration wherever possible. The other, complementary approach was to achieve equality of educational opportunity in those areas where, because of residential patterns, schools had to serve a homogeneous population.

The first report to be completed was that of the Sub-Commission on Guidance, Educational Stimulation and Placement, which was approved by the full Commission on March 2, 1956, and by the Board of Education on March 15, 1956. The last report, dealing with Community Relations and Information, was approved on June 6, 1957. The final report of the Commission on Integration, entitled "Toward the Integration of Our Schools" was submitted on June 13, 1958 and approved for release by the Board of Education on July 24, 1958.

These reports will be discussed in considerable detail in another section. However, two points must be made at this time. First of all, we must emphasize the tremendous debt owed to the members of the Commission and of the various sub-commissions. Theirs was indeed a labor of love, performed unstintingly and with a purposeful awareness of the tremendous issues involved. These professional and lay people, with already heavy schedules, cheerfully submitted to long meetings, and grappled with complex and taxing problems. The chairmen, in particular, gave freely and willingly of their time and energy, with no remuneration except the satisfaction of making a significant social contribution.

Secondly, we must emphasize the unitary nature of the reports, despite the fact that there are six of them. The general conclusion arrived at by all was the same—that segregated education is inferior education. Two themes form the warp and woof of all the reports: we must integrate as much and as quickly as we can; we must raise the educational and aspirational levels of our underprivileged children. Both the findings and the recommendations of the sub-commissions converged and interlocked at many points, despite the disparate problems with which they dealt. Each report conditioned, and was conditioned by, the others.

E: THE JOB AHEAD

This report, which describes in considerable detail the progress made in carrying out the recommendations of the Commission on Integration, is presented with pride in the job which has been done and humility in the face of what remains to be done. The investigations of the Public Education Association and of the Commission on Integration represented a sustained effort to determine the truth or falsity of the criticisms directed against the schools. We examined ourselves and found ourselves wanting in a number of vital areas. What follows is the story of how we are trying to remedy these defects, and to improve the quality of education of our underprivileged children.

No one can fail to be impressed with the scope and the magnitude of our efforts. Yet, what we have done is indeed small, compared with what remains to be done. Studies of population trends indicate that by 1980 our city Negro and Puerto Rican population will have grown from 1,650,000 to approximately 2,500,000. Today, three-quarters of the public elementary school children in Manhattan are either Negro or Puerto Rican; for the city, as a whole, the figure is two in five. The quality of education received by these children will determine, in large measure, the extent to which they can make their maximum contributions to our city, to our community, and to our country.

Dr. Oscar Handlin, in his recent study "The Newcomers" says: "When color and ethnic identity cease to be unbearable burdens, when opportunity for jobs, education and housing becomes genuinely equal, and when the family acquires a measure of stability, the Negroes and Puerto Ricans will at least have a firm base upon which to construct a sound communal life. Whether the development of the future moves in one direction or the other will depend on the people of the city."

The educational system accepts the challenge implicit in this statement. We recognize that, in the effort to integrate our minority groups into the life of the community, the schools have always played a leading role. As the nation's leading gateway, New York City traditionally has had to provide much of the cultural orientation which immigrants require for adjusting to a different way of life. Now, we have the complication of a vast in-migration of people who have been denied educational opportunity elsewhere. Whether children from deprived backgrounds are natives or immigrants, extraordinary effort is required to enable them to get a minimum education. The failure of these efforts would be a serious erosion of our American ideal of progress through education. We must wage the good fight on all the points outlined in the reports of the Commission on Integration. The conservation of our human resources and the extension of our democratic heritage are the two basic imperatives of education in our time. It is no exaggeration to say that what we do in New York City to meet these challenges may well serve as the pattern for educational enterprise in other cities and throughout the entire country.

F: IMPLEMENTATION COMMITTEE

After approval, the sub-commission reports were referred to the Superintendent of Schools for implementation. The fourth report, "Teachers

Assignments and Personnel," was assigned to Dr. Edmund J. Gannon, Associate Superintendent in charge of the Personnel Division; responsibility for the fifth report, "Zoning," was retained by the Superintendent of Schools; and the other four reports were entrusted to Deputy Superintendent Jacob Greenberg. Dr. Greenberg functioned as chairman of the Implementation Committee, which was appointed by Dr. Jansen in July 1956. Other members of this committee were Associate Superintendent (then Assistant Superintendent) John B. King, Assistant Superintendent Morris Krugman, and Mr. Henry S. Coshburn, of the Personnel Division, who served as secretary. A number of others served as consultants: Dr. J. Wayne Wrightstone, Director of the Bureau of Educational Research; Mr. Frederick H. Williams, assistant in the office of President Silver; Mrs. Marguerite Johnson, special assistant to Rev. John M. Coleman, member of the Board of Education; Dr. William A. Hamm,* Associate Superintendent of the Division of Child Welfare; and Miss Mary E. Riley, member of the Commission on Intergroup Relations. In addition, all other associate superintendents functioned as working adjuncts of the group, and were charged with a large measure of responsibility for those specific recommendations of the Commission which impinged upon their areas of jurisdiction.

Regular meetings were held each week, generally lasting for a full afternoon, from September 1956 through June 1958. The Committee devoted itself exclusively to the task of translating the recommendations of the various sub-commissions into actual educational practice. Among its many functions were the following:

- clarify and interpret the various recommendations
- initiate projects to carry out these recommendations
- investigate existing conditions in schools, districts, and divisions, with reference to recommendations, and assist with plans for improvement or remediation
- collate and correlate information from field superintendents, division heads, directors, and other school personnel
- cooperate with field superintendents, professional personnel, and community groups in a program of public education and community relations, with regard to the recommendations
- assist in drawing up the budget to reach goals set
- assist in evaluation of experiments

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* Deceased.

- recommend changes in bylaws necessary to carry out implementation programs
- carry on a continuous program of public relations to enlighten both the professional staff and the public at large as to the recommendations
- issue periodic progress reports.

In the discharge of these responsibilities, the Implementation Committee engaged in a multitude of activities, such as the following:

- Members of the Committee spoke frequently at public and professional meetings.
- Dozens of representatives of leading community organizations were invited to meetings for information, guidance, and assistance.
- The help of city agencies, such as the Commission on Intergroup Relations and the Housing Authority, was solicited and their representatives took part in meetings.
- All district superintendents were invited to the meetings, in small groups, so that they might contribute to the program.
- There were many meetings with newspaper, magazine, radio, and TV writers, in order to brief them with regard to the program.
- Questionnaires were distributed to all districts, and the results collated.
- Publicity releases were prepared.
- Articles were written for professional periodicals.
- Efforts of the Law Secretary of the Board of Education, and its Law Committee, were coordinated with those of the Committee on Law and License of the Board of Superintendents, in order to secure bylaw changes.
- General zoning policies were hammered out.

This list could go on and on; but enough has been given to indicate the nature and extent of the work done.

G: SPECIAL COMMITTEE ON INTEGRATION

In September 1958, the functions of the Implementation Committee were transferred to a newly-created Board of Education Special Committee on Integration, which has continued up to the present. This Committee consists of Rev. Gardner Taylor, Chairman, Dr. Charles F. Rank and Mrs. Cecile Ruth Sands, with Mr. Charles H. Silver serving ex-officio. In addition, Dr. Jacob Greenberg, Deputy Superintendent of Schools and Mr. Francis A. Turner, Assistant Superintendent in charge of Zoning, attend on a regular basis. This Committee meets once each month, and has, in general, continued the program and activities of its predecessors.

The work of these two Committees charged with implementation is best found in the record of the steps taken to carry out the recommendations of the sub-committees as set forth in subsequent sections. However, thanks and appreciation are due to the members of these Committees, and particularly to the Chairmen.

CHAPTER II. DEFINITIONS AND INTERPRETATIONS

A: EQUALITY OF EDUCATIONAL OPPORTUNITY

The City of New York, through its Board of Education, is committed to a policy of equality of educational opportunity for all children. The meaning of "equality" is, however, open to differing interpretations. "Equality" may mean "of equal quantity and quality"; it might also mean "equal to the special needs of the children and groups concerned."

Here in New York City, we have for a long time accepted the principle that the nature of the educational opportunities available ought to be consistent with the needs of the children. This doctrine is not open to serious question, nor has it been challenged in recent years by any considerable group of educators. Nobody would seriously question the desirability or the soundness of having only seven or eight children in our classes for the doubly handicapped in the School for the Deaf. The policy of supplying individual instruction to homebound children is an accepted part of our program. Throughout the country, mentally retarded children are grouped in small classes, and supplied with many special services.

Such efforts on our part meet with public and professional approval, even when they entail an expenditure per pupil amounting to many times the sum spent for the normal pupil. We recognize that some pupils have special needs which cannot be met by the ordinary educational program. In the same way, we recognize that there are some schools which have such a high incidence of special needs that the school as a whole requires special services. It is these schools which we call "special service"[1] schools. The phrase is descriptive, not so much of the schools, as of the efforts being made by our city to compensate for cultural and environmental inadequacies.

The descriptive words used, however, are not equally characteristic of all homes within a neighborhood, nor of all schools, nor of all classes within these schools, nor of all children. Not all children in special service schools receive equally the benefits of additional allotments; not all children in "underprivileged" neighborhoods have been "disadvantaged" either economically, or socially, or culturally. Indeed, some of them might be called "privileged" from many points of view.

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[1] The various reports of the Commission on Integration use the term "subject schools." Such schools are now officially designated by the Board of Education as "special service" schools, and it is this latter term which will be used in this report.

Nevertheless, we must recognize that many, if not most, of the children in such schools have missed out-of-school experiences which children in more favored areas have from early age—experiences which develop concepts, abilities and attitudes favorable to school success. Thus, children in underprivileged areas almost always have more limited vocabularies than children of equivalent ability from more privileged homes. Their motivation for school learning is further limited by the fact that expected learnings are often unreal or irrelevant for them, and sometimes in conflict with their out-of-school interests, goals, and standards. Family problems are frequent, and social conditions are often difficult. These conditions, which often have a damaging effect upon personalities, and interfere with school learning and adjustment, exist for most people at the lower end of the economic ladder. However, since such a great number of Negro and Puerto Rican families in New York City fall into this classification, they represent the largest identifiable groups about whom we speak. In addition, of course, society, even here in New York City, still retains prejudices which compound the difficulties of the children of these groups.

Indeed, in the light of the problems these children face in their lives, one cannot help but be impressed that they are able to achieve as well as they do. Their handicaps are just as real and just as detrimental to the learning process as are the handicaps faced by orthopedically limited or homebound pupils. It is the great endeavor of our school system to compensate, so far as possible, for those conditions which limit learning.

A recent analysis by State Commissioner of Education James E. Allen Jr., which outlines the "expanding requirements of education," states, "The changing character of city population presents special problems for education. The trend in cities is toward larger proportions of 'culturally handicapped' persons. Thus, our city school systems are confronted with an increasing need for intensive remedial programs, for more vocational training, and for enriched cultural experiences to overcome the social and academic disadvantages of the newcomers."

The school cannot by itself, however, be expected to compensate fully for community and family difficulties which have served to impair these children's capacities for school adjustment long before they enter school. This is an effort which must engage the energies of all groups and individuals devoted to the welfare of our young people. The school, after it gets the children, keeps them for only a few hours a day, only 190 days a year. Often it seems to be fighting a lone and losing battle against the disintegrating forces of the home, the gang, or the neighborhood.

It is also true that almost every school in New York City gets some kind of special service, of one kind or another, depending upon the need.

The mere fact that some schools have been designated as "special service" does not lessen the need of the others, nor does it diminish our responsibility to meet such needs, to the extent possible. Many of our "NE" schools (those containing large percentages of non-English speaking children), although not "special service," receive varied additional assistance.

A large number of schools in "fringe" or transitional areas often require, and receive, considerable special service, although not so designated. This follows the thinking of the Commission on Integration, which pointed out that good schools may lead to, as well as result from, stabilized integrated areas. Thus, some of the schools in our "Higher Horizons" program, described in Chapter V, are not "special service" schools, although they participate fully in the program

We should go even further and state plainly that some kind of Higher Horizons program is necessary throughout the city for all schools. Many under-achievers are to be found in special service schools, but they also exist in every class and in every neighborhood.

As educators we have responsibilities to all children, and not alone to underprivileged children. All the children, of all backgrounds, are equally entitled to the benefits of a good education. In the process of dividing the educational dollar, it is sometimes necessary to make difficult decisions. These decisions are made with full knowledge of the varying needs of our children, and with the hope that increased budgetary allotments will make them less painful.

B: INTEGRATION: PROBLEMS AND POSSIBILITIES

When we speak about school integration, we are discussing the integration of children of different ethnic groups in our schools, in our classes, and in our activities. In the resolution which created the Commission on Integration, the Board of Education stated, "It is now the clearly reiterated policy and program of the Board of Education of the City of New York to devise and put into operation a plan which will prevent the further development of such [i.e., racially homogeneous] schools, and would integrate the existing ones as soon as practicable." This resolution also noted, however, the real obstacles in the form of complex social and community problems, such as residential segregation and prevailing racial attitudes and misinformation. Therefore, recognizing the limitations on school integration, it added, "The Commission must also address itself to the closely related and crucial problem of raising the educational and vocational aspirations of talented students from economically and socially deprived groups." In short, the objective was to eliminate those educational disabilities of children which are attributable to the social and psychological effects of their minority group status.

Thus we see that the Commission on Integration was charged with a two-fold responsibility: to integrate, when possible; to raise educational and aspirational levels. The sub-commissions themselves used this two-pronged attack upon the problem. Of the more than 100 specific recommendations, the majority deal with the educational problems of expanding the horizons of our pupils. Most of the remaining recommendations, recognizing the limitations posed by existing conditions, emphasize the importance of developing improved physical plant and improved intergroup relations in so-called "fringe" areas. Even the report of the Sub-Commission on Zoning recognizes the many difficulties involved in putting an end to ethnically homogeneous schools. It states, "The formal recommendations which follow are designed to help the Board of Education mitigate the effects of the segregated residence pattern." This report envisages a mitigation of this evil, but certainly neither sets up a program for its end nor a "timetable."

It is clear, therefore, that it would be a serious error to limit discussion to "integration" alone. As indicated above, the majority of the recommendations deal with the improvement of the educational experience for underprivileged children. A major part of this implementation report will deal, then, with what has been done to improve teaching and learning for such pupils. In this emphasis we have been guided by the thinking of the Commission.

C: POLICY: IMPLICATIONS AND APPLICATIONS

Broad and basic policies for our school system are formulated by the Board of Education, in accordance with state and city laws. The Superintendent of Schools may, of course, and does, assist in the formulation of such policies. However, this responsibility is vested directly in the Board of Education. With reference to fundamental policy, the Superintendent of Schools assists, advises, organizes, administers, and implements; but he cannot formulate. This distinction is of great importance, since the present report deals with the implementation of recommendations approved by the Board. Such recommendations have then become, in a sense, accepted policy. It is the duty of the Superintendent to see that these policies are carried out, as far as existing circumstances permit.

The Supplement to the reports of the Sub-Commission on Zoning and of the Sub-Commission on Teachers Assignments and Personnel, which must be considered an integral part of the total report, states "... in the implementation of the recommendations, administrative discretion must be exercised by the Superintendent of Schools and his Associates." However, there is no intention in this report of using this declaration as a shield behind which to defend inactivity. Where recommendations have not been implemented, the facts will be stated, together with the reasons for the lack of action.

However, we all recognize that the execution of any policy is dependent in large measure on the active participation of teachers and supervisors. Strictly speaking, it is not true that policy is entirely determined and administration wholly controlled at the top levels. Each staff member, by his interpretations of policy, and his reactions to it, helps to determine its effectiveness. Every lesson taught, every conference conducted is an interpretation of educational policy. Here in New York City, with our 45,000 employees in the Board of Education, there will of necessity be considerable variations with respect to the implementation of the recommendations of the Commission on Integration. However, it is a matter of fact that the tremendous majority of our teachers and administrators have made every effort to carry out both the letter and the spirit of these recommendations. We have every reason, in this connection, to be proud of our professional staff, and the record which follows will provide ample justification for such feelings.

D: LIMITATIONS ON SCOPE OF THIS REPORT

Since this study deals with implementation, we have chosen as our starting points the dates of the various sub-commission reports. Occasionally, in order to supply background information or to underline the continuous nature of certain activities, we have gone further back. In other instances, we have projected our study into the future. In the main, however, we shall be dealing with the actual period of implementation.

The recommendations of the sub-commissions dealt almost exclusively with elementary and junior high schools, so that our report makes little mention of what has been done with reference to senior high schools. This does not mean that a positive program has been lacking; but it does mean that, except in such matters as zoning, our discussion will limit itself to the lower schools.

The recommendations of the sub-commissions applied specifically, in most cases, to Negro and Puerto Rican children. This was done in accordance with the mandate of the resolution which created them. In this report, however, there is no distinction made among underprivileged children of different ethnic groups. This follows the thinking of the Commission on Integration, which certainly had no desire to draw artificial distinctions as to the needs of underprivileged children of differing ethnic groups.

This report can in no sense be called complete. It would be patently impossible to list all of the specific actions of all 45,000 teachers, principals, and others in our school system, which tend to further the objectives and purposes of the Commission's recommendations. What is included here is a factual summary, with some highlights, of the various programs, policies, and activities which have been in operation during the last few years. The total picture is one of steady progress toward well-defined goals. It is our intention to continue along these roads, in the spirit of the Supreme Court decision, with all deliberate speed.

CHAPTER III. IMPLEMENTATION OF RECOMMENDATIONS OF THE SUB-COMMISSION ON EDUCATIONAL STANDARDS AND CURRICULUM

RECOMMENDATION 1. RAISING THE LEVEL OF ACADEMIC ACHIEVEMENT

The report of the Public Education Association pointed out the great gap in achievement between children attending "Y" schools and those attending "X" schools.[1] These results cannot be explained in terms of innate racial differences but must be interpreted in the light of known variations in environmental opportunities and stimulation. As far as possible, the schools have tried to compensate for these differences.

Of course, all the Divisions have long recognized the need for raising the educational level of all children, without regard to race or economic status. For many years, special allotments have been given for specific programs to accomplish this end. In accordance with the purposes of the recommendation being discussed, these programs have been strengthened and expanded, and incorporated into the total attack upon the problem.

A: EDUCATION OF PUERTO RICAN CHILDREN

1. *Problem*—The magnitude of the problems can be most easily seen with reference to the education of non-English speaking children. During the last three years, more than 40,000 children have been admitted directly into our elementary schools from outside continental United States, mostly from Puerto Rico. Similarly, more than 10,000 children have been admitted directly into our junior high schools. The bulk of these children, because of residential patterns, are concentrated in relatively few schools. On October 31, 1958, of the 558,741 children in our elementary schools, there were 56,296 children of Puerto Rican ancestry whose lack of ability to speak or to understand English represented a considerable handicap to learning.

2. *Special classes*—For many of these children, special NE (non-English speaking) classes have been organized. During the school year 1956-57,

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[1] See page 2 for definition.

there were 2099 NE elementary classes, and 259 NE junior high school classes. On October 30, 1959, the numbers were 1797 and 368 respectively, with the decrease resulting largely from administrative factors and the slowing up of Puerto Rican in-migration. Their maximum register is 25, with many classes smaller. Special allotments for supplies and materials have been accorded, and they have been given priority in the allocation of audio-visual equipment and materials.

In addition to the usual NE classes, there are special classes for newcomers. Children are grouped homogeneously, on the basis of recency of arrival and lack of knowledge of English, into reception or "C" classes. These classes are for language learners regardless of country of origin. Children are transferred as rapidly as possible to other classes in the school. There is no set minimum period during which a child must remain in the orientation class. He may not, however, remain in such a class for more than a year.

In the junior high schools, there also are transitional classes and extended orientation classes. The transitional classes are composed of children who have progressed beyond the orientation class, but still need additional instruction in oral and written communication in English before being transferred into the regular stream.

The extended orientation classes are composed of pupils who, after a year in the orientation class, have not made sufficient progress to warrant transfer into a transitional class. They may, in some cases, show evidences of mental retardation, such as low scores on the Cooperative Inter-American Test of General Ability. There are relatively few of these classes.

In schools where the number of new arrivals is small, newcomers are placed in normal or opportunity classes, with mainland pupils, and given such special help as may be available within the school.

3. *Program*—Within the classroom, the instructional program is planned to enable children to fit into the normal stream as rapidly as possible, and to adjust to the new community. A major portion of the school day is devoted to language experiences of one kind or another, and a daily language emphasis period is required. Audio-visual aids are used in a wide variety of ways: tape recorders improve speed patterns; filmstrips and films provide vicarious experiences; flat pictures facilitate learning of new concepts. Frequent trips, both in the immediate neighborhood of the school, and to places of interest in the city, build up the pupils' experiential background and serve as a common basis for language and other activities.

4. *Special personnel*—This kind of functional program can be carried on successfully, not only because of the small class size, but also because of other special services. The work of the NE coordinators, the orientation

coordinators, and the substitute auxiliary teachers (SAT's) has been extremely effective. The Puerto Rican Study, recently completed, has not only pointed the way to a better instructional program, but has also supplied many of the materials.

One testimonial to the value of these services is the fact that, on a number of occasions, Puerto Rican parents have refused to permit their children to be transferred to less crowded schools which did not supply these services. In the process of arranging transfers from overcrowded schools on double sessions, we have received many inquiries from parents as to whether SAT's and coordinators would be available to help them and their children. When the answer was negative, parents would often not consent to the transfers.

In the elementary schools, the NE coordinators are experienced, regularly licensed teachers of common branches. In the school year 1956-57, there were only 65 such positions; in the present budget the number has been increased to 80. Their specific job is to work with school personnel, pupils, and the community in order to arrange the best possible educational situation for the children who are learning English as a second language. Some typical activities of these teachers are:

— assist in screening, placement, and testing of new entrants

— develop libraries of material for use of readers

— arrange trips and excursions

— demonstrate methods and techniques

— develop libraries of material for use of teachers

— interpret and explain the results of the Puerto Rican Study.

Since 1956-57, the number of SAT's has increased from 20 to 90. With the creation of this position, the Board of Education took a unique, forward-looking step. This is the first time it has employed a group of bilingual teachers who represent a specific segment of the population—teachers who were themselves born in Puerto Rico, who understand the customs and culture of their people, and who can work effectively with the parents and with the community. The SAT's have been assigned no classes or groups. They visit homes, give courses for parents, interpret, arrange PTA meetings—in short, they are invaluable. Indeed, at the present time arrangements are being made to give a regular examination for this position, so as to increase its status and its rewards.

Many of the elementary schools, and all of the junior high schools with heavy concentrations of non-English speaking children, also have additional positions for remedial reading. Thus, help may be supplied to children who are ready for more advanced reading activities, and who may profit from such work.

In the junior high schools the Puerto Rican coordinators perform the same functions as the NE coordinators and the SAT's in the elementary schools. Today, there are 38 such positions; in 1950 there were only 6, and in 1954, only 18.

During the school year 1958-59 alone, these junior high school coordinators screened and recommended placement for 2,832 new arrivals, helped with 1,423 interclass transfers, and arranged for the discharge of 1,540 pupils. They administer standardized tests of general ability and of English, and prepare examinations for use during the mid-year testing period. In addition, they teach small groups of pupils, conduct various types of teacher conferences, obtain clothing for needy pupils, and make referrals to various social and welfare community agencies. They prepare learning materials for use in classroom. Since they speak and write Spanish, they act as interpreters during school registration, PTA meetings, and Open School Week. They also translate school notices and make home visits when parents cannot come to school.

Most of the coordinators are assigned to specific schools, but some are working in teams to help schools with recently assigned coordinators, or with no coordinators at all, to organize programs and train teachers. Teams devote their time, in large measure, to demonstration teaching. In one school, P. S. 44 Manhattan, the coordinator is conducting on an experimental basis a club program after regular school hours. As part of her job, she conducts an "Intercultural Student Exchange Program", whereby continental pupils teach English to the new arrivals, and new arrivals teach Spanish to the continentals.

5. *Other integrating services*—This kind of activity is typical of the efforts being made to integrate newcomers into our schools and into our communities. In some schools all newcomers are given a pencil, a notebook, and a "Welcome" booklet in Spanish when they go to class, courtesy of the General Organization. In other schools, the Civic Club undertakes to teach games and sports to these children. Newcomers have special "Welcome" assemblies; they are given "buddies"; they are taken on trips around the building.

From the very beginning, there is contact in many places and in many activities—playground, assembly, music, shops, etc. In mixed classes, non-English speaking children are seated in the room alongside English speaking children. Programs for school assemblies and parents associations are arranged to highlight the cultural contributions of the non-English speaking population. School notices and reports to parents are sent home in Spanish and English, when necessary, and school personnel has been supplied with dictionaries of Spanish-English phrases. During the school year 1958-59, fourteen in-service courses were offered in conversational Spanish, and fifteen courses in methods and materials in teaching non-English speaking pupils. A mere listing of what has been done in individual schools and districts, and at headquarters, would fill many volumes.

Since 1953, Substitute Auxiliary Attendance Officers, who speak Spanish fluently and who have a broad background of understanding of the culture of Puerto Rico, have been employed to deal with special attendance problems. The 1960-61 budget includes, for the first time, specific line items for 10 such positions. Curriculum personnel and resources have been provided to professional and lay groups working for the improvement of educational, family, and community relations, both in districts and in the city as a whole. The Curriculum Division has sponsored numerous district workshops, and cooperated in the organization of the Hunter College First Annual Conference on Puerto Rican education. Between 1954 and the present, the Board of Education has sponsored and subsidized five summer educational workshops in Puerto Rico, with a total of 190 teachers and supervisors participating. Financial assistance was provided by the Fund for the Advancement of Education, the University of Puerto Rico, and the National Conference of Christians and Jews. In addition, hundreds of interested teachers and supervisors visited Puerto Rico in order to learn more about the island and its people. This has led to the establishment of closer liaison with educational authorities in Puerto Rico.

6. *Puerto Rican Study*—These efforts were given shape and substance by the Puerto Rican Study, under the direction of J. Cayce Morrison. In a narrow sense, it was a four year inquiry, from 1953 to 1957, into the education and adjustment of Puerto Rican pupils in the public schools of New York City. In a broader sense, however, it was a major effort of the school authorities to establish, on a sound basis, a city-wide program for the continuing improvement of the educational opportunities of all non-English speaking pupils. The total cost of the project was approximately $1,000,000, of which $480,000 was contributed by the Fund for the Advancement of Education. This sum was more than matched by the Board of Education which supplied personnel, equipment, and other services, and paid the printing costs. Its specific objectives were:

- to determine the characteristics of the Puerto Rican pupils in our schools
- to discover the more effective methods and materials for teaching English as a second language to new arrivals

- to ascertain the most effective techniques for promotion of school-home-community relations.

Visits were made to dozens of schools, and nine were chosen for intensive study (four elementary schools, four junior high schools, and one high school—tenth year only). Various studies and surveys were made:

- ethnic educational survey and testing program for all pupils in grades 4-6 and 7-9
- practices in teaching English to non-English speaking children
- impact of Puerto Rican in-migration on teachers, and methods used in orienting and adjusting to the newcomers
- follow-up of junior high school graduates, one year after graduation
- investigation of how the school appears in the eyes of Puerto Rican children and their parents
- study of variants of methods in teaching English: i.e., emphasis on vocabulary, on structure, on experiences, on the use of Spanish
- survey of practices in thirty-two schools, regarding the area of school-community relationships.

As a result of these investigations, the study was able to develop a wealth of curriculum materials. This body of materials includes both content and methods, and is presented in sixteen curriculum bulletins and other supplementary materials. It is believed to represent the most comprehensive program thus far developed anywhere for teaching English to non-English speaking pupils. Included are:

- nine bulletins giving resource units for classes with Puerto Rican pupils—one bulletin for each of the six grades in elementary schools, and three for secondary school use
- four bulletins of the "Language Guide Series" called "Teaching English to Puerto Rican Pupils"—three for elementary school grades, and one for secondary schools
- a bulletin entitled "Resource Units in the Teaching of Occupations"
- two bulletins dealing with the teaching of science to Puerto Rican pupils
- four bulletins designed to help teachers to understand Puerto Rican pupils and their parents
- two tests and scales—The Scale for Rating Pupil's Ability to Speak English, and the test for ability to "Understand Spoken English" (USE).

7. *Implementation of recommendations*—The work of implementation of the recommendations and materials resulting from the Puerto Rican Study is now in its second year, and an all-out effort is being made to translate the theory into practice. In all schools and districts affected, programs have been organized for implementation. The mimeographed pamphlet "Summary of Recommendations" has been distributed throughout the city, and the Curriculum Division has assumed leadership of this program. For example, at the March 12, 1959 conference of assistant superintendents, it conducted a discussion on the theme, "Problems in Putting into Practice the Recommendations of the Puerto Rican Study". Divisional and local coordinators have given demonstration lessons, trained new coordinators and SAT's, helped teachers to plan units and lessons and to select appropriate instructional materials, and issued monthly newsletters. District librarians have prepared bibliographies for non-English speaking children.

In producing materials, the Curriculum Division has been conscious of the special needs of Puerto Rican youngsters. Thus, a very recent curriculum bulletin, "Oral and Written Communication, Grades 1-6", places considerable emphasis on the development of language skills for non-English speaking children.

The Bureau of Audio-Visual Instruction, in cooperation with other agencies of the Board of Education, is placing on tape a series of tests to be used to screen and place Spanish-speaking children. It is also developing a series of tapes and records for use in teaching the basic language patterns at the fourth grade level. These would be for reproduction on a caliphone with individual earphones, and would be especially useful in teaching individuals and small groups having special needs, within mixed classes or in orientation classes. If this series is successful, the idea may be extended to other grades. The BAVI has also made a number of original recordings ("Sounds of English Difficult for Spanish Speaking Children"; "Interviewing Puerto Rican Parents and Children") and produced the sound track for the film "This is Puerto Rico".

8. *Summary*—Efforts in these directions are continuous and intense. There has been as yet no city-wide evaluation of the usefulness of these new materials, or of results achieved. However, reports from the field are most encouraging, and the work will be continued. Puerto Rico is one of the most densely populated geographical-political units in the world. Its population is increasing, and it seems inevitable that emigration from the island will continue. More and more the realization is growing that improving the educational opportunities of Puerto Ricans is not the responsibility of a few teachers in a few schools in a few neighborhoods.

Rapidly, it is becoming the responsibility of all teachers and supervisors in all schools of New York City.

To discharge adequately this responsibility, the corps of special teachers must be expanded. In the Elementary Division alone, in order to achieve a satisfactory program, twenty-nine more SAT's are needed, and 39 more NE coordinators, at a total cost of $379,000. On the junior high school level, similar increases are needed. The twenty-five additional positions in these categories which have been included in the 1960-61 budget will improve this situation considerably.

B: READING

1. *Overview*—Of all the problems which beset the school system, none is more serious in extent, or more far-reaching in effect, than that of reading retardation. Many pupils do very well; on the average, nation-wide norms are matched or exceeded. However, despite the special efforts described below, the results in our underprivileged areas have not been satisfactory, with only spotty progress. In too many elementary schools, the median retardation is more than one year; in some junior high schools, more than two years. It is equally true that for culturally deprived children the extent of reading retardation increases steadily through the grades. Since reading is the basic tool in the upper grades, and vitally necessary for success in other subjects, the poor reader is so handicapped that academic success is virtually impossible.

No other instructional area has been given more time, or attention, or personnel during the past few years. In the elementary schools, more time is devoted to instruction in reading and allied language work than to any other activity. In the junior high schools, reading lessons are becoming mandatory, not only in English, but also in other academic areas. In conference notes on all levels, the subject of reading improvement appears more frequently than any other. A new Junior High School Course of Study and Manual in Reading, stressing the developmental approach, was issued last year and is currently being implemented.

2. *Special teachers of remedial reading, elementary schools* — Since 1956-57, the number of special positions for remedial reading in elementary schools has increased from 147 to 177. In 1958-59, with 166 teachers, the remedial program serviced approximately 4,950 children from grades 3 to 6 who were retarded a year or more in reading. This total includes 1,425 children who were discharged from the program as up to grade. The average gain in reading achievement for the school year was 1 year 2 months, with individual gains ranging from a few months to 4 years. This progress in reading has often been accompanied by significant improvement in attitude and behavior.

The remedial reading teachers have also participated in research studies involving the use of special equipment and techniques designed to alleviate reading disability. One of these techniques, the Barger Mirror Technique, is used for certain children who have not responded to other efforts. All 25 district reading consultants and 39 remedial reading teachers, including at least one in each district, have been trained in the use of this technique. In 1958-59, about 450 children were helped in this way. In some instances, assistant superintendents have arranged for teacher specialists to service children in other schools in the district. One of the significant features in the use of this new technique has been the permanency of the gain in cases that have been followed up.

3. *Special teachers of remedial reading, junior high schools* — Since 1956-57, the number of special positions for remedial reading in the junior high schools has increased from 78 to 93. These teachers provide small group instruction to 10,000 pupils. Approximately two-thirds of the teachers of remedial reading are in special service schools; the remainder are placed where there are special needs, mainly in so-called "fringe" schools. They receive a special allotment of $50.00 for reading materials for the children serviced. These teachers, in addition to handling pupils in small groups, also carry on effective programs of in-service training in the teaching of reading.

4. *Elementary school individualized reading program*—The individualized reading program in the elementary schools is an effort to educate children who will not only be able to read, but who will love to read as well. A wide variety of books and other reading materials is supplied, from which each child, with teacher guidance, makes his own selection. Each pupil progresses at his own pace, and receives instruction in reading skills on the basis of his own needs. The program provides for much creative expression and inter-relationship with other language arts.

This new approach to reading, first introduced in the city about five years ago, has spread to many schools. As of February 1960, 1175 classes in 361 schools were using the individualized reading method.

The district reading consultants have worked closely with the Bureau of Educational Research in initiating this program, and the training of teachers in techniques and procedures has been a joint responsibility of the Bureau and of the Elementary Division. Many in-service courses have been offered, and there have been numerous demonstration lessons, discussion groups, meetings, and workshops. A number of explanatory brochures have been distributed, and articles have been written for Board of Education publications. An exhibition at Board of Education headquarters drew a voluntary attendance of more than 7,000. A series of teacher-training slides is in preparation. There has been much intervisitation and directed observation.

Those who have been engaged in the program praise it highly. Although there is evidence that children in general are reading better and more widely as a result, no formal research studies have as yet been undertaken.

5. *Junior high school reading teams*—A special project aimed at upgrading instruction in the basic reading skills through extensive use of reading teams has been in operation in the junior high schools since February 1, 1958. Its express purpose is to provide in-service training for teachers of all content areas in special service schools. There are seven teams in operation, each one consisting of three highly skilled specialists in reading.

Each reading consultant assists eight teachers, in various subject areas, and one demonstration lesson per week is taught for each of these teachers in one of his regularly scheduled classes. The emphasis is upon the teaching of reading skills as part of normal classroom activity. One reading skill per week is introduced in each content area for a period of seven weeks.

To supplement the demonstration lessons, two types of conferences are held weekly. The individual conference between the team member and the participating teacher is devoted to such matters as discussion of the demonstration, suggestions for follow-up lessons, utilization of courses of study and manuals, scope and sequence of the reading skills, and cooperative planning of the demonstration lesson for the following week. The group conference, which is usually a meeting of all participating teachers and their reading consultants, provides opportunity for developing such teacher understandings as the scope of the reading program, integrating reading instruction, and planning for systematic teaching of reading. In short, it vitalizes the expression, "Every teacher is a teacher of reading."

The reading specialists assist in many other ways. They suggest materials and texts, recommend professional reading, conduct parent workshops, stimulate interest in building classroom libraries, encourage wider use of existing library facilities, and enlist departmental cooperation in planning and in preparing materials for reading instruction.

The team remains in school for eight weeks. After it has left, the borough coordinator visits the school one day a week for seven weeks, in a formal follow-up procedure. During this time key teachers on the staff plan demonstration lessons in reading, with the help of the coordinator. These lessons are observed by other teachers, and are subsequently discussed in group meetings. In each school, supervisors and experienced teachers are trained to provide continuity to the program. Help continues to be available on a stand-by basis, and sample lesson plans are left with the school.

Special service junior high schools often have large numbers of new and inexperienced teachers on their staffs. Few of them have had systematic training in the field of reading instruction. Most of them need much help in adapting existing materials and methods to pupil needs. In the light of the real assistance given to teachers, and through them to pupils, this project has paid for itself many times over. In a number of cases, new teachers in special service schools have stated that with the help supplied by the teams, they have been able to secure greater satisfaction from the job. This in turn has made them willing and able to remain in the school.

On the 8th grade city wide testing program in reading, schools which had been serviced by the reading teams scored considerably higher than comparable schools which had not been visited. The difference in favor of the reading project schools was more than six months. While the comparison was not scientifically controlled, it does nevertheless indicate desirable results. An investigating team for the Conant Committee, which examined the project in connection with its current investigation into junior high schools, stated that this was one of the finest teacher training programs in the country.

One of the peripheral activities of the Reading Project has been an experiment at Junior High School 65 Manhattan, a special service school, in large group instruction in reading. Twice a week, a specially trained reading consultant teaches a reading lesson to three seventh year classes consisting of 100 pupils, using an overhead projector. She holds a pre-demonstration and post-demonstration conference with the participating teachers. This technique has already proved its worth as a device for teacher training. At the end of this school year, tests will be conducted to measure pupil progress.

If the plan is successful, it will have other advantages. As the classroom teachers increase in skill in the teaching of reading, they will attend the lessons on a rotating basis. Eventually, only one teacher need be present. Newcomers may be freed for such worthwhile activities as conferences, preparation of instructional materials, and remedial work with small groups.

6. *Junior high school TV experiment*—Another junior high school reading project, initiated in September 1959, involved the use of television. One thousand seventh grade pupils watched three expert teachers of reading. Another thousand pupils of comparable ability were in the control group. All pupils were tested in reading in September, and again in February 1960 in order to compare results. In addition to the experimental classes, all junior high schools were encouraged to participate in the TV lessons. To this end, every school received copies of the TV Teachers Guides. The latest survey indicates that 85% of the special service junior high schools used the programs. One of the inter-

esting and important by-products of this experiment was the improvement of instruction in reading. Since the TV teachers exhibited the best and most modern instructional techniques and materials, they served as excellent instructors of teachers as well as of children.

In February 1960, when this program ended, the TV time was used to teach English language arts to seventh grade pupils.

7. *Audio-visual experiments*—Another experiment, dealing with the use of various types of reading equipment, is being conducted by the Bureau of Audio-Visual Instruction. On the junior high school level, devices called "controlled readers" have been placed in Junior High School 210 Brooklyn and in Junior High School 142 Queens, both "Higher Horizons" schools (see chapter IV). This equipment, while standard in reading clinics, has not been generally used in schools. It may be used in the teaching of retarded readers, particularly since the commercially prepared filmstrips may be secured at second or third grade reading level. Its greatest value seems to be, however, in the area of reading stimulation and motivation for the child of average ability or above average potential.

On the elementary level, mechanical equipment to help increase speed of reading has been placed in eight schools, of which two, P.S. 160 Manhattan and P.S. 92 Queens, are special service schools, and one, P.S. 155 Queens, is a feeding school for a "Higher Horizons" school.

It is used primarily to teach word and phrase meaning, and the glass slides are prepared by the classroom teacher to fit the immediate needs of the children.

8. *Reading clinics*—The special reading services program, which is indeed unique among public school reading programs, was established in 1955 to treat retarded readers with behavior problems. By 1958-59, there were five such reading clinics, treating almost 1,000 children. In November 1959, two additional clinics were opened, bringing the total to seven. Each clinic is staffed with full-time psychologists and psychiatric social workers, three teachers, a stenographer, and a psychiatrist for one day a week.

Children are generally referred from the fourth grade, and must be of at least average intelligence. The majority of the children treated come from economically underprivileged homes; forty percent come from special service schools.

The special reading services program is both instructional and clinical. Reading instruction is provided in small groups of four or five, for two one-hour sessions a week, by specially trained and selected reading counselors who are experienced teachers. Some children are seen individually until they can function in a group. Every parent is seen by the psychiatric social worker at least once, and many are seen on a regular treatment basis or in a workshop program. Every child is seen by the psychologist at least once and some children are seen in a program of treatment. Others are seen by the psychiatrist for diagnosis and treatment.

During the 1958-59 school year, the median gain in reading was 1.5 years, with a range from six months to five years. In the area of personal and social adjustment, 83% of the children showed evidences of growth and desirable change. In the 1960-61 budget, provision is made for opening two more remedial reading clinics.

9. *Summer Reading Schools*—Experience with the summer day elementary schools for reading improvement was quite different. Three such schools were established in the summer of 1955, and sixteen during each of the next three summers. During the summer of 1958, a total of 3845 children completed the course of one hour a day for 30 days. The total budget was approximately $108,000. Various studies indicated that the slight gains were hardly commensurate with the effort. Furthermore, follow-up tests showed that often gains were not maintained. Therefore, these schools were not continued for the summer of 1959. Instead, the money was used to establish the two additional reading clinics mentioned above.

10. *Other efforts*—In a number of districts, efforts have been made to establish after-school remedial reading and self-improvement clubs. Generally, personnel has been supplied by the Division of Community Education, but the program has been conducted under the supervision of the school itself. In the districts of Assistant Superintendent Noethen, for example, such clubs are operating in six Brooklyn schools, all special service—P.S. 12, 42, 54, 93, 270, and 613. Although primary attention is given to reading, children may receive help in other academic areas. All teachers in the program are licensed. In other districts, such programs are often maintained on a voluntary basis, with the cooperation of the PTA, teachers, local community groups, and civic organizations.

11. *Summary*—The programs and experiments outlined above form only a small part of the total program. We are not satisfied with our results in reading in our underprivileged areas; indeed, we shall never be fully satisfied until all schools are reading up to par. Much remains to be done, and the record shows that we are not marking time. We intend to continue along the paths we have already established and to strike out in new directions. Throughout the country, there is much experimentation in connection with the use of audio-visual aids in teaching. Some of it deals with instruction in the primary grades. It seems clear that improved instructional procedures in the earliest grades will pay the greatest dividends. We are taking a hard look at our reading methods used with underprivileged children in the early grades. to see what can be done to effect

improvement. It is also intended to continue and expand our experimentation with the various types of reading equipment.

We must also strengthen our remedial reading services. Our minimum goal is one teacher for every one thousand pupils in elementary school and for every 300 in junior high school. To achieve this, we need 300 additional remedial reading teachers in the Elementary Division, and 520 additional in the Junior High School Division, at a total cost of $4,920,000.

The inclusion in the 1960-61 budget of 11 additional elementary reading positions and 40 junior high school remedial reading positions will help, but the need will remain great.

One of the basic difficulties, particularly on the junior high school level, has been the unfamiliarity of teachers with modern reading methodology, and with techniques in the various academic areas. We must carry on a vigorous campaign directed to teacher training institutions on the undergraduate and graduate level to persuade them to offer additional courses in these vital areas. At the same time, we must ourselves expand our program of in-service courses in reading and allied fields.

C: LIBRARY

Particularly in underprivileged areas, the school library plays a vital role in stimulating interest in reading. All of our junior high schools are equipped with libraries, but many of our older elementary schools have been without them. In accordance with the recommendations of the Sub-Commission, efforts have been made to see that all elementary schools, and particularly those in underprivileged areas, are so equipped.

It must be remembered that under normal conditions, it takes two or three years to get a library properly organized in a building which was not originally planned to include one. Space must be found, book shelves have to be installed, lighting often requires improvement, other room changes are sometimes necessary, furniture must be secured, books ordered and catalogued, teachers trained, and routines set up. Since, in most cases, the money comes from ordinary school allocations, and since there are many other demands for equipment and repairs, the difficulties are obvious.

Yet, despite these problems, in the period from September 1956 to June 1959, 294 libraries were established or brought up to date in elementary schools. Of these, 119 were in special service schools and a large proportion of the remainder in schools in "fringe" areas. Within the last two years alone (1957-59), 116 special service elementary school libraries were given various kinds of furniture.

At the present time, 45 special service elementary schools remain without central school library facilities. In the great majority of cases, the reason is simply lack of space. When a school is overcrowded, each additional classroom removed from class use means two classes on short session. However, as the building situation improves, additional progress can be made. Our objective is still a library in each school.

The Bureau of Libraries has been keenly aware of the suggestions of the Commission on Integration. For the past three years, allotments for special service and NE schools have been greater than those for other schools. In 1958-59, the per capita difference in allotments was 3.6 cents. In addition, various special sums have been granted to them. Thus, within the last two years, almost $42,000 in special grants was given to these schools. One hundred and seven of these elementary schools also received, at the end of the school year (1957, 1958, 1959) separate funds with which to buy reference books.

In order to strengthen the elementary library program, the present system of district librarians was established in September 1957, with one position for each district superintendent, totaling 25 in all. These district librarians have been the spearhead of efforts to improve elementary library services and have been in large measure responsible for improvement in existing procedure and facilities, and the introduction of new ones.

The budget for 1960-61 provides for 25 additional teachers of library in the junior high schools. This means that every junior high school will have received a teacher on a full time basis.

This year, a Technical Services Department has been set up, including an assistant director, two cataloguers, three clerical assistants, and modern mechanical devices. It is the intention ultimately to have this department do all the cataloguing for the elementary libraries.

Another position of assistant director was included in the proposed budget for 1960-61 for assignment as top-level supervisor of all libraries in the secondary schools.

At the same time, efforts have been made to introduce class libraries into every classroom, with much success. Today, almost all classrooms, regardless of the economic status of its children, have library corners, shelves, and book cases. This emphasis upon class libraries has gained impetus from present experimentation with various forms of individualized reading.

It must be admitted that much remains to be done. During the school year 1958-59, the per capita allotment for library books was $.62; at present it is only $.60. This compares most unfavorably with the State recommendation of $2.50 to $3.50. It is true that progress has been made since 1956-57, when the sum was $.46; but we are for example far behind Great Neck, which allots $2.40, or even the State average, which is $1.82.

However, a great deal of progress has been made with reference to the 1960-61 budget, which has increased the total allotment for books from $550,000 to $850,000, and to $.95 per capita.

The situation with reference to personnel also needs improvement. The State recommends one librarian for every 350 elementary children. Our own Bureau of Libraries has requested part-time release of teachers to establish and maintain libraries, but this request could not be granted.

D: MATERIALS OF INSTRUCTION AND AUDIO-VISUAL AIDS

Although there has been a steady rise in expenditures for instructional materials and audio-visual aids, such increases have barely managed to keep pace with increases in costs. To the extent possible, special help has been given to schools in underprivileged areas.

Thus, for the year 1959-60, special service schools received $.07 per capita additional for audio-visual materials. Ten superintendents of districts with heavy concentrations of such schools received $3.00 per class or $.25 per class more than other superintendents. The difference was to be used exclusively for these schools. In the distribution of television receivers too, their particular needs have been kept in mind. When 386 television sets were distributed to schools recently, 73% of all special service schools received their first sets, as compared to only 53% of other schools. Of the 36 delivered as second sets, 18 went to special service schools.

The need remains great, however. Parents of children in special service schools are least able to supplement the efforts of the Board of Education. Yet the children, because of academic and environmental deficiencies, have a greater need of vicarious experiences, with multiple-sense appeal. At the same time, the equipment on hand tends to need replacement much more quickly. In our electronic age, with its many proven devices to facilitate and improve the learning process, every school ought to have the most modern equipment. At the very least, outworn audio-visual equipment should be replaced, and schools should be equipped with modern devices, with priority to those schools where the need is greatest.

For the school year 1960-61, an additional $25,000 has been included in the budget, to bring the total sum for audio-visual equipment and materials to $400,000. This is exclusive of the $1,700,000 of special funds appropriated for 1959-60, and again for 1960-61, which will be matched with Federal monies. The $6,800,000 will be used to purchase new educational material and equipment, with emphasis upon language laboratories for instruction in foreign languages, and science laboratories and equipment.

With reference to text books and supplies, each special service and NE school receives an extra allotment of $1.00 per capita. On the junior high school level, NE schools also receive an added allotment of $250. Schools facing special problems also receive priority consideration for new office machines and equipment.

Rising prices have greatly diminished the purchasing power of the allotments. The Junior High School Division has estimated that the necessary per capita allotment should be $19.71; at present, it is only $10.53. The Elementary Division estimates its needs at $18.29 per capita; it receives $7.67. Present allotments will be increased slightly in the 1960-61 school year.

It may be necessary for us to produce much more of our instructional materials than we have done in the past. The problem of securing high interest, low reading level material is a very difficult one, and has by no means been solved satisfactorily. The great majority of available books project images and concepts typical of middle class, non-minority communities and people. Such material is often foreign to our underprivileged children, and adds to reading difficulties. Book publishing companies are reluctant to tailor their products to the special needs of our New York City schools, or of some children within those schools, since they aim for a nation-wide sales potential. For the same reason, they have been unwilling to include illustrations of Negro and Puerto Rican children, despite our best efforts to encourage such change. A policy statement of the Board of Superintendents, dated April 14, 1959, requested publishers to introduce representation of non-white individuals in illustrations in text books, and added, "In making this request, we are asking only for a factually adequate representation of the realities of social life in America today."

Some suitable materials are now being produced in individual schools, in districts, and on a department or division basis. It does seem a tremendous waste of energy and effort to produce similar materials in so many different schools, involving so many different people, at such a cost of time, when specialists might do the job so much more easily and efficiently. This whole question will be explored at length, and a start has already been made.

During the school year 1958-59, the Bank Street College of Education conducted a special course for selected teachers in Districts 6 and 8, Manhattan. The objective was to produce stories which might be used by the teachers of underprivileged children in these districts and in other districts. Twenty-five stories have been written, illustrated, and printed, and are currently being used with great success by 55 teachers in 11 schools in these districts. They are also being used in another superintendent's district, on an experimental basis, by three teachers involved in the Early Identification Program (see Chapter IV) and by the reading consultant. This year there are 17 teachers enrolled in the course and their objective is the production of five usable stories every six weeks.

During the summer of 1959, the Curriculum Division held meetings in connection with a research project to develop improved use of instructional materials with culturally deprived students. It was our hope to qualify for a special grant from the Fund for the Advancement of Education. A plan had been drawn up, and a request, with specifications, has been submitted.

To carry forward these and other projects, the Curriculum Division should have additional personnel. At least 16 extra positions are needed for skilled teachers and researchers, in order to develop materials and improve curriculum planning and adaptation.

E: SPECIAL AREAS

1. *Speech*– Since 1956, the total number of teachers of speech improvement has been increased from 135 to 159. In addition, various special services have been introduced or expanded. Thus, the number of central speech centers has been increased to seven, with six teachers. Pupils needing special help may be transferred to the speech center, regardless of existing zone lines. Six additional teachers meet the speech needs of cerebral palsy children in six different schools—one teacher to a school.

In September 1955, a program of special speech help for CRMD children was established. Six teachers are assigned to this project. As fast as CRMD teachers are trained, the speech experts move on to other schools. Since September 1958, a teacher has been assigned to assist physically handicapped children.

Of course speech teachers help all children, regardless of background. It is also true, however, that underprivileged children are likely to have a greater need of such service.

2. *Attendance*—Within the last three years, the number of attendance workers has been increased from 322 to 369, with a further increase of 53 for the 1960-61 school year. During this time, too, there has been an upgrading of status. They may now receive the title and salary of other teachers. The greater part of the time of the attendance teachers is devoted to servicing schools in underprivileged and "fringe" areas. Certain aspects of our program, introduced during the school year 1958-59, are of particular importance in underprivileged areas.

The Case Process Program has been introduced in all district offices. This applies case-work principles to selected cases with the attendance teacher as the key person in the parent-pupil-school relationship. In addition to the normal quota of sporadic or desultory short-term absences, he is expected to carry 35 cases in the new program.

There are now in operation three Case Study Units, manned by graduate social workers and social workers in training. They were established to provide family centered treatment services to children in need of intensive and long-term care. Duplication of community or school resources available to the family is avoided. However, an aggressive case work approach is used, since service is restricted, by Attendance Bureau policy, to non-cooperative families. Most of the pupils come from multi-problem families, well known to public and private agencies. For the school year 1960-61, eight additional positions are in the budget for this program.

Both of these developments are designed to give extra help to pupils and families showing severe problems. Almost all the pupils affected are in special service schools or in schools in marginal areas. The service to the children is deeper and requires more time, since the problems are more serious and the resources needed are not otherwise available. However it may, when coupled with other educational programs, bring about a better adjustment for these children.

A third innovation is the assignment of attendance consultants to the offices of six district superintendents who have heavy concentrations of special service schools. These are experienced and specially trained attendance teachers who work directly with principals of schools with poor attendance records. Their job is to assist the schools in setting up plans, procedures, and routines to improve attendance programs. They remain in each school for three to five weeks, and give assistance subsequemtly as necessary.

Another important function of the Bureau of Attendance is being carried out by the Bureau's "Youth Squad". The "Youth Squad" provides on the spot service for children who should be in school. Under the direction of a district supervising attendance officer, the attendance workers visit areas where truants and delinquents are likely to congregate. Even with its limited staff of ten, the "Youth Squad" has demonstrated its ability to find children and provide immediate assistance. The 1960-61 budget provides for ten additional workers.

3. *Health*—In the area of health services to children, there has been little progress in the past few years. Our schools do not receive adequate personnel for diagnosis, follow-up, or counseling. Most of our schools receive the services of a doctor for only one-half day a week. In more than half our schools, the nurse is present two days or fewer per week. There is need for additional services so that pupils with serious defects can be rehabilitated as soon as possible. Many delinquents and truants are suffering from maladies which obviously affect both attendance and ability to learn.

The problems are particularly acute in special service schools. In schools in middle-class areas, children are much more likely to receive necessary care and treatment. Underprivileged children are less likely to receive proper attention. The Department of Heath and the Board of Education have a joint obligation to compensate, as far as possible, for parental inadequacy in this regard. All special service schools need full time nurses and more medical service. We recognize the current shortage of nursing services; yet this is a need which should be met. In the junior high schools, the rapid and often sudden changes of adolescence make health counseling very necessary. There are at present no positions for health counselors. Each junior high school should have two—one for boys and one for girls. All of these improvements are necessary, but money has not as yet been made available.

F: SPECIAL JUNIOR HIGH SCHOOL PROGRAMS

1. *Career-Guidance program*—This new project, begun in 1957, is making significant contributions in detecting at an early stage pupils who are not meeting success in their studies, and whose records indicate that they may wish to terminate their education before the completion of senior high school. Its aims are:

- to set up a program of counseling to help the pupil evaluate himself, his capabilities and his potentialities
- to organize a program of training in basic knowledges and skills which he will need in his future economic life
- to establish a program of introduction to the vocational skills needed to earn a living
- to develop a program of training in the amenities in preparation for social and economic life.

The program was implemented by assigning core coordinators and guidance counselors to five junior high schools: 43 Manhattan, 136 Brooklyn, 142 Queens, 60 Bronx and 118 Manhattan. Each school was given a special allotment of $100 for supplies.

So as to avoid introducing too many difficulties into this experimental situation, the schools chosen were generally those which were marginal in nature, other than special service. All of them possess large percentages of minority groups, or are located in underprivileged areas. One of them, Jr. H.S. 43 Manhattan, was chosen because of the desire to introduce a program for the early school leavers parallel to the one already in operation for those with college potential (Demonstration Guidance).

In three of the schools, one Career-Guidance class was organized. At Junior High School 60 Bronx, two classes were set up. At Junior High School 118 Manhattan, three classes were organized, two in the 7th year and one in the 9th year. These classes received the full services of the core coordinator and the guidance counselor. In addition, six "feeder" classes were set up at Jr. H.S. 118. The teachers of these classes attended meetings and practiced many of the techniques used in Career-Guidance classes.

Teachers were selected on the basis of their experience and their capability for this type of work. Many of the pupils selected for these classes tended to have certain characteristics in common: they had been "left back" at least once; they suffered from physical or emotional disabilities; they came from broken homes or lived with foster parents; they had records of truancy and, in some cases, of delinquent behavior.

This year the program is being expanded in all five experimental schools, with a total of 23 classes. There have been some good results in reading and mathematics achievement. However, the greatest improvement has been in the areas of attendance, general attitude to school, and preparation to enter the world of work.

2. *Mathematics coordinators*—There exists at the present time a serious shortage of licensed teachers of mathematics in the junior high schools. In order to reinforce and supplement the efforts of the school supervisory staff, 15 mathematics coordinators are now assisting with the program of in-service training. This is an increase of 50% over the 10 we had three years ago.

They hold conferences, draw up plans, teach demonstration lessons, interpret and adapt the official course of study, give courses, demonstrate techniques, and otherwise help upgrade the program of instruction. They also assist in the production of grade manuals and teaching units. The Jr. H.S. Mathematics TV program, and the accompanying experimentation and testing, are the result of their efforts.

Approximately 50% of their time is devoted directly to special service schools. As usual, they concentrate their efforts upon the new teacher, the inexperienced, and the out-of-license. They are particularly useful in adapting the mathematics cycles for use by retarded pupils, and in setting up remedial programs. In many NE schools the coordinators have assisted in the preparation of instructional materials for pupils with language problems. Intensive service has also been given to all schools in the Higher Horizons program.

3. *Programs for special schools*—A statement by the Board of Education and the Superintendent of Schools, dated January 28, 1959, said:

> "One phase of such implementation will be instituted in Junior High Schools 13, 120, 136 and 139, Manhattan, and Junior High School 142, Queens. This program is designed to increase substantially the academic achievement of children attending these schools. Some of the major steps to be included in this program are:
>
> 1. An increase in the proportion of regularly licensed teachers at Jr. H. S. 136 and Jr. H. S. 139.
> 2. The assignment of additional guidance personnel.
> 3. The assignment of additional full-time specialists to consult with

teachers on the basic skills of reading, mathematics, science, and the languages.

4. The institution of a systematic and extensive testing program to evaluate more accurately the *potential* (not achievement) of each pupil.
5. The establishment of additional special classes for students with special abilities.
6. The assignment of additional community workers to coordinate the efforts of the school, the parents, and community groups—special emphasis will be given to the strengthening of parent participation in school programs."

1. *An increase in the proportion of regularly licensed teachers at Jr. H.S. 136 and Jr. H.S. 139.*

At Jr. H.S. 136, between September 1958 and September 1959, the percentage increased from 50 to 65.5; at Jr. H.S. 139, it increased from 53 to 58.

2. *Assignment of additional guidance personnel.*

All schools have received two additional guidance positions, except Jr. H.S. 142, which has received 2.6 positions.

3. *Assignment of additional full-time specialists.*

The picture is as follows:

Jr. H.S. 13 Manhattan—two full time reading specialists; a "reading team" for five weeks, with a follow-up; a mathematics coordinator, two days a week, from February 1959 to June 1959.

Jr. H.S. 120 Manhattan—two specialists, one in reading and one in mathematics.

Jr. H.S. 136 Manhattan—two full-time specialists (reading and mathematics) and a science specialist four days a week.

Jr. H.S. 139 Manhattan—one teacher trainer, a part-time mathematics coordinator, and a reading team for five weeks.

Jr. H.S. 149 Queens—a core coordinator, a language arts specialist, a mathematics coordinator two days a week, for six months; coordinator for Career-Guidance program assigned for three days, instead of two.

4. *Testing Programs.*

The SRA non-verbal test was administered to all children in the seventh grade in all schools. This test was chosen as a result of experimentation in Jr. H.S. 43 Manhattan and in some elementary schools (see Chapter IV).

5. *Special classes for children with special abilities.*

Schools have set up a number of such additional special classes in accordance with the needs of their children.

Jr. H.S. 13 Manhattan—vocal music classes on each grade level; journalism class, 8th grade; dramatics class, 9th grade; high IQ low reading level class, 7th grade; two special science classes, 7th grade.

Jr. H.S. 120 Manhattan—on the 7th grade level, 5 classes—1 dramatic, 1 orchestral music, 2 vocal music, 1 art.

Jr. H.S. 136 Manhattan—1 art class.

Jr. H.S. 142 Queens—8 orchestral music classes (four 7th grade classes, two 8th grade classes, and two 9th grade classes); one science class on each grade level; in grades 7 and 8, special classes in art, mathematics, creative writing, dramatics and vocal music; civics, 9th grade class; dance, 7th grade.

6. *Additional community workers—strengthening parent participation.*

All schools have given special emphasis to the strengthening of parent participation in school programs as indicated below. However, because of budgetary pressures, it has not been possible to assign additional community workers, except on a limited basis.

In Jr. H.S. 142 Queens, a special Saturday project has been set up, in order to further the purposes of the Higher Horizons program. One of the teachers is being paid with Board of Education funds. The remainder of the staff consists of faculty and community volunteers. The following groups and activities are being maintained: group tutoring, career counseling and guidance, student leadership, personal conference, good grooming, and community singing. This community endeavor has so far proved very successful, and has led to increased parent participation in other school activities. Queens College, too, has increased its help to the school. One of their reading and guidance consultants gives the school one-half day of service a week, and some of their pupils assist in the after-school center.

In Jr. H.S. 136 Manhattan, a coordinator of the United Parents Association is working directly with parents. Jr. H.S. 120 Manhattan, has been conducting parent workshops on a bi-weekly basis. The district school-community coordinator has given greater service to Jr. H.S. 13 Manhattan, and his efforts have led to greatly increased participation by the parents in the work of the school. One of the by-products has been the securing of financial assistance for an enriched trip program for the children.

G: TIME ALLOCATIONS

It has been the practice for many years to reallocate basic time schedules in accordance with the needs of children. Such adjustments have been made for the superior as well as the slow, and for classes as well as for individuals.

The basic guide for schools is "Curriculum Development in the Elementary School". The following statement appears on page 7, immediately following the time allotment table:

> "Classes at the same level may require different time ratios. Variations in time depend on many factors: the children's needs, interests, abilities, previous experiences, maturity; materials and facilities available; the over-all curriculum plan of the school."

Division of Elementary Schools Circular B.P.1, 1958-59, outlines a three-year plan for improving teaching and learning in the elementary grades. Item 25 suggests specifically a re-examination of time allotments for the curriculum areas. In the junior high schools, from two to five optional periods are available to meet individual needs. In addition, special time schedules are in use for pupils who have been retained in a grade, for bright pupils, and for poor readers. The whole academic program has been strengthened by the inclusion of required periods for reading, reading skills, and supervised study.

The division of instructional time among the various curriculum areas in special service schools does not, however, differ materially from that in other schools. These children need enrichment and first hand experience even more than children in other schools. When children are taken out of the school building for such reasons, is the amount of time devoted to academic training being increased or decreased? Reading experts would agree that such time is well spent, but there is considerable disagreement as to how it should be classified. The same question exists with reference to many other worth-while activities.

If more time is to be devoted to the academic program, then some subjects or activities must be eliminated, or the amount of time devoted to them reduced. In most schools, the amount of time given to the fundamentals would seem to be at about its maximum.

There are other problems which relate to the objectives of education. What we call the fundamentals are not only valuable in and of themselves, but they also serve as tools which children must use to move toward such objectives as character, citizenship, health, social and economic competency, and the like. The basic tool is, of course, reading. The fact, however, that the child is having difficulty with reading does not excuse the school from helping him to attain the other objectives of education. His needs, and those of the nation, must still be met in terms of personal worth, social efficiency, and moral values. The lack of reading ability makes these goals more difficult of attainment, but not less important. It is basically a question of the use of available time. Is it wiser to concentrate upon the end or the means?

The proper answer, of course, is that it is important to concentrate upon both, for they represent two sides of the same coin. In practice, the end products are emphasized, while additional attention is given to the basic tool, which is reading. Certainly an increase in the mere amount of time devoted to reading will not, in and of itself, produce effective results.

The question of what would constitute an optimum school day for underprivileged children requires extended study. The needs of such children are greater in extent and in degree than those of other children. The satisfaction of these needs requires logically not only more effort and more services, but also more time. A start in this direction has been made with the All-Day Neighborhood School program (see Chapter VI). There are many serious problems in further extension of the school day, not the least of which is financial in nature.

H: PARENT-SCHOOL RELATIONS

This particular subject is discussed in considerable detail in Chapter VI, "Community Relations and Information". However, there are certain matters which might be considered at this time.

In perhaps no other area is there such diversity in practice and in effort as there is in that of parent-school relations. This is particularly true of special service schools, where the difficulties are often acute. There is no need to dwell on the problems caused by broken homes, working mothers, poverty and all its attendant ills; they indicate the necessity for greater effort to secure the interest and understanding of the parents. Additional school personnel are not, however, generally assigned for this purpose. Some of it may be done incidentally by SAT's or by junior high school NE coordinators; but generally it must be done by the regular school staff. Thus the staff in the underprivileged area, which is required to make additional efforts in other directions, is also asked to assume another and very difficult responsibility. None the less, despite the many difficulties, the excellent programs of parent-school relations which have been developed in so many schools and in so many districts represent a tremendous tribute to our teachers and supervisors. They cover such a wide range that we cannot even list them all. Meetings, workshops, bulletins, fairs, exhibits, brochures, newsletters, festivals, teas, dances, career clinics, clubs, dinners, courses, trips, etc. etc. ad infinitum—they have all been grist to the mill.

Some new developments warrant special mention. During the school year 1958-59, a "Spring Conference Day" was instituted as a supplement to the Open School Week program. On one afternoon children were dismissed, and the time was used for parent-teacher conferences. The innovation was a complete success, and it will be continued. It would, of course, be highly desirable to provide quota teachers to the difficult schools, so that regular teachers could be relieved of classroom duties in order to confer with parents. However, in view of limited budgets and the greater requirements for other services, it does not seem possible to do this in the near future.

A program of individual parent-teacher interviews for all parents of kindergarten and first year children has also been instituted. The new report card, which involves the use of anecdotal reports as well as marks, has been extended through the fourth grade, and will, within two years, be used in all elementary classes. This new report card has been accepted enthusiastically by the parents, and seems to represent a much improved means of communication with them.

A series of six brochures for parents has been published: "Your Child *Does* Learn Arithmetic"; "Your Child Learns to Spell"; "How to Help Your Child at Home"; "Your Child Learns to Speak for Himself"; "The First R, Reading"; "Your Child Is Taught Handwriting". These publications have served to explain to the parents what the school is doing to help children, and how the parents can assist in the process. Two more brochures are being prepared, dealing with Social Studies and Science, and will be issued shortly; others are planned for the future.

I: MATTERS DISCUSSED ELSEWHERE

A number of items touched upon in this first recommendation of the Sub-Commission on Educational Standards and Curriculum seem to relate more directly to the recommendations of other sub-commissions, and are therefore discussed elsewhere. Thus, personnel problems and questions of class size are discussed in Chapter V, Teachers Assignments and Personnel; general guidance problems, and the special programs for underprivileged children, are discussed in Chapter IV, Guidance, Educational Stimulation and Placement. The use of permissive zoning to help ease overcrowding and to eliminate short sessions is dealt with in Chapter VII, Zoning.

J: SUMMARY

The programs and procedures outlined above represent, in summary form, what has been done to raise the level of academic achievement of our underprivileged children. While striving to secure this improvement we have not neglected the ultimate goals—the development of better citizens, the inculcation of moral and spiritual values, instruction in our American heritage, training in health and hygiene, practice and understanding of intergroup relations.

In connection with specific projects or specific groups of children, there has often been marked progress in mastery of the tools of learning. Many of our children in special service schools match or exceed nation-wide norms. However, despite the excellent progress of many children in reading and in mathematics, the over-all averages in special service schools have shown little gain, largely as a result of the operation of two forces, both beyond our control.

In the first place, many of the children tested have received much of their education in other school systems, where standards are not so high as in ours. The chart below indicates in graphic terms the high rate of admissions into our school system as a whole:

Elementary School Admissions, 1956-59

	1956-57	*1957-58*	*1958-59*	*TOTAL*
Southern and border States	5271	5046	4730	15,047
Other States	7448	7399	7488	22,335
Puerto Rico	9687	8465	7641	25,793
West Indies	827	917	870	2614
Europe	2499	2592	2550	7641
Other Countries	1759	1141	1312	4212
TOTAL	27,491	25,560	24,591	77,642
10/31 REGISTER	559,007	563,169	558,741	

Each year, for the past three years, an average of 26,000 children, or approximately 5% of our total elementary population, have entered our lower grades from other school systems. Two-thirds of the total of these newcomers are non-English speaking, or come from states with extremely low educational standards.

The 5% figure might seem to be relatively small, except for two important factors. In the first place, a great many of these children are concentrated in the older, more congested areas of the city. Thus, relatively few schools may receive very high percentages of the newcomers. In the second place, the net effect of in-migration is cumulative. The total proportion of such children in our school system is much greater than 5% at any given moment. We have no reliable statistics in this connection, but it has been estimated that about 20% of our elementary pupils were admitted from other school systems.

The extent of our problem with regard to non-English speaking children can be seen from the following table:

Elementary School Language-Handicapped Children

		Pupils of Puerto Rican Ancestry		*Language-Handicapped Pupils*			
Year Oct. 31	*Total Register*	*Number*	*% of Total Register*	*Puerto Rican*	*Foreign Born*	*Total*	*% of Total Register*
1956	559,007	76,381	13.7	47,594	5,410	53,004	9.5
1957	563,169	82,212	14.6	53,906	5,649	59,555	10.6
1958	558,741	91,111	16.3	56,296	6,075	62,371	11.2

Both the number and percentage of language-handicapped children in our elementary schools have increased, despite the decrease in Puerto Rican in-migration. This is also true of the educationally handicapped children who come to us every year in large numbers from Southern and border states.

A second reason for the lack of over-all improvement in reading and in mathematics is the great mobility of our school population within the city itself. We define "rate of pupil turnover" as the sum total of admissions and discharges during a school year, divided by school register. The rates of turnover in the districts of one assistant superintendent are listed below, so as to give a clear picture of the problem:

Rate of Pupil Turnover, Districts 6 and 8, 1958-59

School	*Rate*	*School*	*Rate*
P.S. 9	131%	P.S. 111	80%
P.S. 11	90%	P.S. 127	85%
P.S. 33	62%	P.S. 163	77%
P.S. 51	74%	P.S. 165	85%
P.S. 75	110%	P.S. 166	89%
P.S. 87	99%	P.S. 179	90%
P.S. 93	102%	P.S. 191	50%
P.S. 94	175%[1]	P.S. 69	40%

These rates of turnover are not at all unusual for many of the schools in underprivileged areas. There can be no doubt that this constant shifting of pupils has a marked adverse effect upon their levels of achievement. At the present time, a study in depth of children in grades 3 and 6 is being made by the Bureau of Educational Program Research and Statistics. It will seek the answers to such questions as the following:

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[1] This high rate is unduly influenced by special factors, so that it is not typical.

- What is the incidence of in-migrants among the school children of New York City?
- What are the percentages, by boroughs, by areas, by schools?
- What is the relationship between the achievement of in-migrants and of other pupils?
- What is the relationship between the achievements of in-migrants from different parts of the country, and from Puerto Rico?
- What is the relationship between pupil mobility and achievement?

This study will take a year to complete, but when it is finished, we shall have a clearer picture of what we are achieving, academically.

One fact has emerged clearly from our efforts. If we are going to raise the academic and aspirational levels of large groups of pupils, it can be done only through the concerted efforts of all segments of the community. The kind of piece-meal effort which is restricted to a little more help in reading, or a little more guidance, or a little more of anything taken in isolation, will result in neither effective nor lasting improvement. Above all, the cooperation of the parents is of fundamental importance. All of our projects become puny and ineffective whenever parental apathy, neglect, or outright opposition are present. Our schools represent only one of the agencies in the total pattern of community change. It is illusory to expect our educational system alone, with limited budgets, to change the pattern of living of a whole community; and it is unfair to make of it the scapegoat for all the shortcomings of the society in which we live.

RECOMMENDATION 2. EXCEPTIONAL CHILDREN

A: INTELLECTUALLY GIFTED

The problem of identification of able children in special service schools is a very difficult one indeed. Chapter IV, Guidance, Educational Stimulation and Placement will explain in detail what has been done in this connection. Suffice it to say here that it is especially difficult because group tests may not measure accurately the full intellectual potential of these children. The new non-verbal or culture-fair tests may result in some progress. In the final analysis, however, the need is for skilled teachers able to identify and stimulate the gifted, plus individual psychological examination of all children who have been thus identified. There is no substitute for the judgment of a competent teacher, buttressed by sound psychological testing.

Unfortunately the personnel situation is still critical, particularly in junior high schools. With reference to psychologists, the total number of positions is 138 in our budget, but even this small number cannot be secured. Thirty of the positions are filled with substitutes, and fifty-eight —42% of the total—are completely unfilled. In order to carry on the kind of individual testing which is desirable, hundreds of psychologists are needed. The inclusion of such positions in the budget, even if that were possible, would not help, since personnel is not available at present salary schedules.

Personnel problems of this kind point up one of the unhappy facts of our time. In trying to meet the educational needs of our expanding population, we have a relatively small group to draw upon. The young people entering the professions today are generally those who were born in the second half of the 1930's, when both our population and our birth rate were much lower. Education must vie with other professions, and with private industry, for the services of these relatively few young people. In those fields where there are more lucrative opportunities elsewhere, as in mathematics and psychology, our efforts have been singularly unsuccessful.

However, some progress has been made in training teachers and in establishing classes. District superintendents of special service schools, and principals, have carried on extensive training programs of teachers to enable them to identify the intellectually gifted, and to meet their needs. This training has been accompanied by a steady increase in the organization of special classes for these children.

In the city, there are 44 schools with classes for intellectually gifted children ("I.G.C." classes), of which 10 are special service. Of the total, 31 are central schools whose I.G.C. classes are fed with children from other schools. In the designation of such central schools, care is taken to place them so as to serve children of varied ethnic backgrounds, as far as possible. Thus, 14 non-special service schools receive gifted children from 34 special service schools. There are also some children from non-special service schools who are transferred to I.G.C. classes in special service schools which have central I.G.C. classes, and which receive children from 33 special service schools. All such transfers from school to school involve, of course, a form of permissive zoning. For all these classes, the curriculum has been enriched and enlarged. For example, all children are given an individualized reading program; some receive instruction in typing; others carry on special projects in science, in journalism, in music, in dramatics, and in citizenship training. Many receive instruction in a foreign language. Of the 26 schools which offer such training, 5 are special service; in addition, 9 other schools in which foreign language instruction is given receive children from 18 special service elementary schools.

The professional staff is very well aware that I.Q. scores derived from group tests given to underprivileged children are not always valid. Therefore, the Elementary Division has organized classes in which the top achievers, and those with the greatest potential, have been placed, although they did not meet all the requirements. If there are not enough top achievers to form a class in one school, classes have been formed, as indicated above, in central schools for surrounding schools.

There have also been organized a large number of "G" classes for children who are not admitted to I.G.C. classes, but whose potential is considerably above average. A class may be considered "G" if 25% or more of its children have IQ scores of 115 or more. During the last two years alone, 52 such classes have been organized in 15 special service schools.

Teachers of these gifted children have been chosen with care, and have been exposed to an extensive training program, including district and school workshops, courses, printed materials, and demonstration teaching. They have also received special help from the district coordinators of science, mathematics and reading. Each I.G.C. class receives a special allotment of $100 per year. Eighty regulation microscopes are now being distributed to all schools with I.G.C. classes, and to some with "G" classes.

An experiment with 16 I.G.C. classes has been approved by the State Department of Education to determine whether specialists in the areas of music, science, and foreign languages can produce better results than can the regular classroom teacher. Results of this experiment will help to determine whether such a program should be introduced into other classes, such as "G" classes.

Since September 1958, at the request of the assistant superintendent of Districts 10 and 11, the Bank Street College of Education has been providing professional support for a program for gifted children at the fourth and fifth grade levels, in eleven special service schools. Members of the college staff have worked directly with the teachers assigned to twenty gifted classes, and an in-service course was set up for these teachers, dealing with the education of superior children. Although the efforts of the College have been directed primarily to one or two classes in each school, all teachers and supervisors have become involved, to some extent. There have been faculty and grade conferences, demonstrations, visits by special resource people, mimeographed material, etc.—all dealing with the identification and education of bright children in underprivileged areas.

In special service junior high schools, during the past three years, 21 additional Special Progress classes for intellectually gifted children have been organized. In some cases, it has been possible to administer individual tests to pupils whose scores on group tests did not meet the required standards. In some special service schools, extra coaching is given to pupils who may be a little short of meeting the requirements.

It seems likely that despite the individual consideration given to underprivileged children, the lack of verbal facility eliminates many otherwise eligible pupils. Present standards for admission to classes for intellectually gifted children will be reviewed with a view to improvement.

B: CLASSES FOR CHILDREN WITH RETARDED MENTAL DEVELOPMENT

In accordance with New York State law, the examination of a child for possible placement in a class for children with retarded mental development (CRMD) consists of an individual psychological evaluation. It must include the administration of an individual test of intelligence, and take into consideration other factors which complete the individual psychological evaluation. Cultural deprivation and language difficulty are two very important factors which are taken into account.

It is the psychologist's obligation to exercise his best clinical judgment in the selection and administration of tests appropriate for the child being examined. Since no single test has been devised to date which meets the criteria of eliminating the factors of cultural deprivation and cultural differences which accompany a language difficulty, items of the selected test which are heavily "loaded" culturally or linguistically are omitted. Non-verbal and other test data, as well as observation of the child and conferences with school personnel, give added information. Social maturity is considered, and with the younger child motor development is an important consideration. The final evaluation is made on the basis of all available information.

The validity of the I.Q. score depends upon the skill of the psychologist. The training and experience requirements for school psychologists in this city, and careful supervision of all new staff members, serve to make for more skillful psychological evaluations.

At present the school psychologists operate under two departmental regulations which serve as safeguards to prevent errors in CRMD placement. Both are followed carefully, except in the case of a child who is obviously retarded:

1. Non-English speaking children are considered for evaluation only after they have been in the mainland of the United States for two years.

2. Children from states with minimal educational standards for minority children are considered for evaluation only after they have been in the city schools for a period of six months.

The handicaps of children to whom English is a second language are also recognized. When examining non-English speaking children, psychologists often enlist the services of Spanish Auxiliary Teachers as interpreters.

These teachers have been most helpful in giving valuable information about the child's general functioning and his ability to perform in his own language, as compared to other non-English speaking children. At times it has been necessary to use an older child as an interpreter or to administer a non-verbal test with pantomime instructions. A few psychologists are conversant with other languages and some are taking courses to acquire facility in another language to use in gaining the rapport of a non-English speaking child.

The Bureau of Educational Research informs the Bureau of Child Guidance of the schools participating in their testing program for Spanish-speaking Puerto Rican pupils. The results of the Cooperative Inter-American Tests of Mental Ability are utilized as one of the bases for individual testing.

It is well known to educators that many children in underprivileged areas may seem to be mentally retarded when, as a matter of fact, they fall within the normal range of intelligence. District superintendents have been giving continued emphasis to programs to help teachers distinguish between the mentally retarded and the academically retarded. The Bureau of Child Guidance is certainly well aware of the dangers, and its personnel have for many years attempted to explain the proper considerations with respect to referrals.

Of the children referred to it as possibly retarded mentally, on the basis primarily of group tests, the psychologists find a higher percentage from economically average or above average homes actually retarded and thus eligible for placement in a CRMD class. Comparing two areas of the city where data are available, about 80% of the children referred in the more privileged neighborhood were found eligible for placement, whereas in another area where the referrals are mainly of children from culturally deprived and/or non-English speaking homes, about 40% were found eligible. Thus, it would appear that the school psychologists are carefully considering cultural and language factors in their evaluation of pupils for class placement.

The Bureau of Child Guidance psychologists recognize the serious implications of placement in a CRMD class for those who do not really belong. At the same time, they recognize the value of such a program for the retarded child. During the last ten years, special efforts have been made to evaluate each child thoughtfully. There has, therefore, been a lowering of the number of CRMD classes in at least some of the culturally deprived areas.

Actually, the number of CRMD classes ought to be increased in every section of the city. It is estimated that a minimum of 2% of our school population is mentally retarded, or about 14,620 children. The number of children in such classes is actually 9,878. This indicates that there are presently more than 4,700 pupils who ought to be in CRMD classes, but are not. In some cases, they have not as yet been identified; in others they have not been tested. Early identification and rapid placement are basic to a good educational program for these children. There is need for a stepped up program of teacher education, and an increase in the number of psychologists. In the proposed 1960-61 budget, 31 additional positions were requested for classes for retarded children. Twenty-two have been granted, and efforts will be made to secure the others.

Among the positions requested were four additional ones for the instruction of a number of retarded children of pre-school age. This program was started in 1959-60, commencing at a five year chronological age. The training program for children having I.Q. scores below 50 will be increased in 1960-61, it is hoped, from 53 to 58 classes, in order to accommodate children now awaiting placement.

More psychologists are also needed in order to expand re-testing services. Right now, facilities permit the re-examination of no more than 400 pupils per year. Naturally, those pupils are chosen for re-testing who, in the judgment of their teachers, and in the light of test results, have the best chance for placement in regular classes. Under existing conditions, between 30% and 40% of those retested are placed in the normal track. In 1956-57, 188 of 489 re-tested, or 38%, were so placed; in 1958-59, there were 102 out of 331, or 31%. It must be emphasized that these percentages refer only to a group in which the prognosis for change was already favorable, and not to CRMD children as a whole.

The State Education Department recommends that CRMD pupils be re-examined every three years. We accept this as a desirable objective, at present unattainable because of budgetary limitations. However, CRMD teachers are always alert to recommend for re-examination any pupil whose work warrants it. In the re-examination program top priority should be given to the re-examination of all children with an original test score of 70 to 75.

It would be totally wrong to think of CRMD placement as a handicapping experience for children. Actually, such classes provide a more adequate learning situation for mentally retarded children.

There is a much greater financial outlay per child, for personnel, for equipment, for housing, and for supplies. Classes are smaller, and teachers are specially trained and licensed. The curriculum is planned to teach these children to be personally adequate and socially efficient. Even in periods of great unemployment, approximately 60% of the CRMD graduates are placed in jobs, and today the figure is almost 80%. It is really a privilege for a retarded child to be able to take part in this program.

Here, too, we are not fully satisfied with our efforts. A study of the work of our CRMD classes is being made by the Bureau of Educational Research. This Bureau has divided the educable children in many of our districts into two tracks, one faster than the other. The study compared the learning and growth patterns of children in the two-track districts, as compared with other children. Preliminary figures indicate that, while the two-track plan results in only slight academic improvement, there has been a definite growth in social development and emotional control. We are therefore planning, within the next two years, to have as many classes as possible organized into the double track system.

C: OPPORTUNITY AND ADJUSTMENT CLASSES

In the elementary grades, there are opportunity classes for slow learners, or children with special learning problems. The great majority of these children are poor readers. Policies and procedures in connection with these classes have been stated in Elementary School Circulars B.P. 20, 1957-58, and B.P. 17, 1958-59. The smaller classes, the specially-chosen teacher, and the smaller achievement range lead to a more desirable learning situation. Again, it must be remembered that these classes are organized to help children, and not to stigmatize them. The opportunity classes afford opportunities for growth which are not so readily available in other classes. Organization is flexible. Transfers are made, both in and out, in accordance with individual need. When the teacher feels that children can maintain themselves in a regular class, they are transferred.

In computing average class size, opportunity classes have been included, but not CRMD classes. The inclusion of opportunity classes may sometimes tend to create, in special service schools, classes larger than they ought to be. This question of the relation between opportunity classes and average class size will be studied more fully.

The adjustment classes in junior high schools have, in the past, served the same general purposes as the opportunity classes in the elementary schools. However, the nomenclature "adjustment" will be abandoned, effective September 1960. It is the feeling of the Junior High School Division that the needs of the children can be met just as well without this particular designation. In the average junior high school, with classes grouped according to ability, there are relatively small gradations from the brightest to the slowest. Programs are geared, within each class, to the needs of the children, so that the difference between "adjustment" and other classes has tended to blur. Within particular schools, the definition has varied, depending upon such factors as socio-economic background, reading levels, and size of school. In any event, it is felt that an effort should be made to get along without the use of the term "adjustment" classes.

D: AVAILABILITY OF SPECIAL CLASSES

The total range of all special classes is presently available to all children who qualify. However, they will not be found in the same proportion in all schools, or in all communities. As needed by the schools, there are various types of classes: I.G.C., G., S.P., C.R.M.D., and Opportunity. Periodic surveys are made to ascertain the needs of the children; classes are then set up, not in terms of preconceived notions, but in terms of these recognized needs. Since the needs vary, the nature and extent of the classes organized will vary accordingly.

It is administratively impossible to organize the total range of classes in every school building. When the needs of children can not be met within a given school, children may then be transferred to other schools, regardless of existing zones. This is equally true of all pupils with special needs—S.P.'s and C.R.M.D.'s, as well as the handicapped.

RECOMMENDATION 3. CLASSIFICATION AND PROMOTION

A: PROMOTION

The Sub-Commission on Educational Standards and Curriculum endorsed what was then the "new" policy of promotion of children in terms of their achievement level. Since then this policy has been affirmed and strengthened.

We believe that, in general, it does not usually help children to hold them back more than once in their elementary and junior high school careers. It is recommended that children be held over when they are two or more years behind in reading. Of course, when such retardation occurs in the elementary school, it would seem desirable to retain children in the earlier grades, where the possibilities of improvement are greater.

The elementary schools set a reading score of 5.0 as a minimum for promotion to junior high schools, except for pupils who have been previously held over. In 1959-60 the Junior High School Division, for the third straight year, raised promotion and graduation standards. The primary objective of these changes is, of course, to encourage students to work to capacity. Their net result has been that 9,077, or 5.8% of our junior high school pupils, and 21,430, or 4.5% of our elementary pupils, were not promoted in June, 1959. This is the highest rate in the last 25 years.

A more demanding promotion policy has a cumulative effect with the passage of time. As a group starting the elementary school passes through the grades, the total number of children who have been retarded one or more years increases with each successive year. Let us assume that the high degree of retention during the past two years will be maintained in succeeding years. It may safely be predicted then that out of every 1,000 pupils who entered the first grade in September 1958, more than 300 and probably almost 400 will fail to graduate on time from junior high school in 1967. Although district superintendents have been given authority to temper the application of the new regulations, it is true that rates of retention are often highest in special service schools.

The changed policies resulting in more "holdovers" present personnel and other problems which must be met. The "left backs" of last year alone represent about 700 elementary classes and about 300 junior high school classes. We will eventually have to provide 1000 more classroom teachers, and a variety of special services, for these youngsters. They will also require special curricula, so that they do not simply repeat the work in which they were failed. Non-promotion represents an effort to help the child; therefore additional services—remedial, guidance, or other—should be supplied to help eliminate the cause, and bring the pupil up to par. The effects of the new promotion policies, when coupled with the higher age of admission to school, will mean that many more children will complete their education in the junior high schools. The Career-Guidance Program, which has been described above, may be a partial solution, if coupled with additional guidance and employment services.

The public has enthusiastically endorsed our new promotion policies. It remains to be seen whether we shall receive the same endorsement for our requests for funds to translate these policies into positive educational experiences for children.

B: CLASSIFICATION OF CHILDREN

The mere juxtaposition of children within a given school does not necessarily serve the purposes of integration. Superintendents and principals on all grade levels have made strenuous efforts to see that the ethnic composition of a school is reflected in the ethnic composition of individual classes. Sometimes class grouping on the basis of reading level alone leads to ethnic homogeneity in classes despite ethnic heterogeneity in the school. This is one of the reasons why the Elementary Division has recommended that classes be organized on the basis of two reading levels per class. This question of classification has received particular attention in cases where children of one ethnic group are bussed into schools of another ethnic group.

C: RELATED PROBLEMS

In line with the thinking of the Sub-Commission on Educational Standards and Curriculum, a number of positive steps have been taken, within the last three years, to assure the maintenance of proper attitudes and discipline. For example, three years ago the right of the principal to suspend from instruction unruly and recalcitrant pupils was affirmed and strengthened. This action has had a positive effect upon the behavior of pupils. We have also instituted new policies with reference to homework. A reasonable amount is recommended for all children, beginning with the second grade.

RECOMMENDATION 4. SYLLABUS AND CURRICULUM REQUIREMENTS

A: DEFINITIONS

It might be helpful if, at the very outset, we defined some of the terms essential to this discussion. In New York City, the course of study is usually an orderly statement, by years or grades, of what is taught. It is brief in nature, summarizing both objectives and content, with few if any indications as to methodology or materials. The syllabus is an elaboration of the course of study, often written for only one or two grade levels and includes philosophy, objectives, devices, activities, and materials. A resource bulletin usually deals with a particular area, grade, or activity, and contains a wealth of material useful for teacher planning. It is generally very specific and detailed in its suggestions. The curriculum is officially defined as consisting of all the experiences, including subject matter and skills, which are utilized by the school to further the aims of education. Thus defined, the curriculum is broader than any course of study or syllabus. In practical terms, it is the organization and content of subjects and experiences for a pupil or a group of pupils.

Courses of study are mandatory within the limitations explained in Sections B and C below. Syllabi, resource bulletins, and other curriculum guides help the teacher translate the course of study into actual practice. These supplementary materials contain many suggestions, and it is not intended for any one teacher to put them all into practice.

B: RESPONSIBILITY FOR THE CURRICULUM

The State Education Law gives to the Board of Education the power "to authorize the general courses of study which shall be given in the schools and to approve the content of such courses before they become operative." The by-laws of the Board of Education state, "the Board of Superintendents shall prepare and recommend the content of such courses of study as have been authorized by the Board of Education, and appropriate syllabi for such courses." In the planning of these courses of study and syllabi, the Board of Superintendents is assisted by its own Curriculum Planning Committee, by periodic Curriculum Conferences, by school and district committees, by assistant superintendents, by teachers and supervisors, and by other school personnel. The district superintendent, in accordance with the by-laws of the Board of Education, is given authority to authorize variations in curriculum requirements for the schools and classes in his districts.

C: CURRICULUM MANDATES AND MINIMUM ESSENTIALS

The courses of study set forth the learning appropriate to each grade. However, they should not be used to deny to more able children the opportunity to progress at their own rate. It is equally true that they should not be used to force teachers to attempt the impossible. In grade 7 mathematics, children are "required" to learn division using a two-place divisor. However, there are some children in the 7th grade who have not as yet mastered the basic skills of multiplication, or division by a one-place number. These children cannot be taught the more complicated process until they have understood and mastered the necessary preliminaries. In the case of a highly sequential subject like mathematics, it would be educationally indefensible to teach to all pupils what is mandated in the course of study. The reasons why some pupils are not yet ready for a particular mathematical skill may be many: emotional problems, limited experiential background, poor attendance, poor previous instruction, lack of interest, etc.; but whatever the reason, the teacher cannot teach it until the necessary foundation has been laid.

What has been said with reference to mathematics is equally true of other skills, whether they be in reading, or writing, or oral expression. In all subject areas, skills are arranged in logical and psychological order, and we cannot omit or overlook large blocks of learning.

Another phase of the curriculum is knowledge, or what is often referred to as "content". Here, it might seem reasonable to establish minimum essentials, or a floor below which no normal child ought to be permitted to go. In actual practice there are, however, many problems which make such determinations impossible of achievement.

Pupils of average native ability vary widely in numerous respects: degree of maturity, cultural background and experience, interests, previous education, language facility, community climate and resources, family status, and many others. These differences lead to wide variations, not only in what has been learned, but also in what can be learned at a given time. This is not to say that each pupil should not be held to the highest standard possible for him. Maximum effort is to be encouraged on the part of every pupil.

Pupils must meet with success if they are to experience the satisfactions of learning. Thus, the curriculum must be adapted to the needs and abilities of the various pupils for whom it is intended. It is for these reasons that the local by-laws of the Board of Education give to the assistant superintendent not only the power, but also the responsibility to authorize variations in curriculum requirements for the schools and the classes in his district.

This does not mean that broad areas cannot be fixed or prescribed. The Course of Study in Social Studies, Grades 5-6, mandates for grade 5 children certain information concerning "How the Colonists Became American". All fifth grade pupils are required to study this topic, and the twelve questions which are appended to it. The extent of the knowledge and skills expected of children will vary from school to school, from class to class, and even from pupil to pupil. The topic is the same, but the minimum expectations will differ.

Other aspects of the curriculum deal with appreciations, attitudes, interests, concepts, and critical thinking. In each case, the teacher tries to adapt the curriculum to meet the needs of individual pupils. The objective is to start with each child where he is, and then to take him along desirable paths to well-established goals.

D: JUNIOR HIGH SCHOOL MID-YEAR EXAMINATIONS

In accordance with the thinking of this Sub-Commission, mid-year examinations were mandated in all junior high schools beginning with the school year 1958-59. This was done in order to raise academic standards, discover levels of academic achievement, and increase pupil effort.

E: CURRICULUM MATERIALS

One of the past complaints of teachers has been that courses of study and other curriculum materials have been so vague and general in nature that it was difficult to apply them in the classroom situation. To meet this need, more recent publications have become increasingly specific in nature, and are so organized as to permit easy reference by the teacher. The new mathematics grade 3 bulletin, for example, gives a detailed step by step development of each topic. In addition, the various teaching guides for each mathematics cycle, which are in use in the schools, include sample problems, methods, and other informational materials. Indeed, the security given to teachers through the use of these very specific aids has greatly improved the program of developmental mathematics. The new science bulletins, each one dealing with a separate unit, are equally concrete, and are organized on a grade basis. Teaching guides have been published in reading and in social studies; others are planned in music and in science.

Every district in the city, and every school, too, has its own program of curriculum adaptation, under the supervision of the assistant superintendent. In one district, for example, teachers and supervisors, working under the guidance of the assistant superintendent, worked out a new curriculum bulletin entitled "Graded Goals". Its object was to present in a single volume the goals and objectives appropriate to each grade, giving proper emphasis to the "3R's" within the framework of a rich curriculum. In effect, it provided, in a single volume, for teachers and parents alike, a concise statement of the elementary school program, as set forth in the various curriculum bulletins.

The three column format, with its sequential arrangement of "knowledges", "skills", and "attitudes and appreciations" served to emphasize not only the real objectives of education, but also the work of the grade. It was expected that teachers would select their aims for lessons in each area from "Graded Goals", and that this material would be included in plan books.

To insure a full program for pupils in special service schools, the bulletin stressed that "every reasonable effort is to be made to present the major topics listed to all the pupils . . . although . . . the extent of mastery of these topics will necessarily vary." The entire class is exposed to the entire curriculum of the grade. The slow child will absorb only a simplified version of it; the superior child, a complete, intensive, and enriched curriculum.

This story, which tells part of what was done in just one district, could be repeated with manifold variations for every one of our districts.

RECOMMENDATION 5. IMPROVING THE QUALITY OF TEACHING

This matter is dealt with at length in Chapter V, "Teachers Assignments and Personnel."

RECOMMENDATION 6. PARENT-SCHOOL RELATIONSHIPS

This matter is dealt with at length in Chapter VI, "Community Relations and Information" and also in recommendation 1H of this chapter.

CHAPTER IV. IMPLEMENTATION OF RECOMMENDATIONS OF THE SUB-COMMISSION ON GUIDANCE, EDUCATIONAL STIMULATION AND PLACEMENT

RECOMMENDATION 1. MINIMUM GUIDANCE SERVICES

A: BLUEPRINT FOR GUIDANCE SERVICES

This "blueprint," which appeared in the October 1955 issue of "Guidance News," included eight fundamental conditions to be met.

1. *Guidance positions as indicated*—The chart below indicates better than words the extent to which the recommendation has been carried out.

Growth in Guidance Positions, 1955-1960

Position	*1955-56*	*1956-57*	*1959-60*	*Recommended in blueprint*	*1960-61*
elementary	35	51	121	190	171
junior high school	100[1]	130[2]	234[3]	597[4]	264[3]
borough supervisors	0	0	4	5	5
other positions	0	7	26	34	26
school-court liaison	11	11	17	–	25
Total	146	199	402	826	491

It was recommended that the program be spread over a ten-year period, with ten percent of the total provided each year. This would have meant the addition of seventy positions each year. Growth since 1956 has approximated this number, actually being 68. The big breakthrough came this year, when an additional $848,000 was appropriated for guidance activities in special service schools.

For the school year 1960-61 the budget will be increased by 50%, from

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[1] Includes 50 equivalent positions, filled by teachers on a part-time basis.

[2] Includes 58 equivalent positions, filled by teachers on a part-time basis.

[3] Includes 84 equivalent positions, filled by teachers on a part-time basis.

[4] The "Blueprint" estimated junior high school positions on the basis of one for every 300 students. For 100,000 pupils, this called for 330 positions. For 1960-61, the junior high school population is estimated at 179,200, and using the same ratio, would require 597 positions. In the elementary schools, population has changed little, so that no adjustment is necessary.

$2,152,983 to more than $3,000,000. The guidance staff will be increased all along the line—30 new counselors in the junior high schools, 50 in the elementary schools, and 8 more school-court liaison teachers, so that the goal of 10% per yearly progress will be exceeded, and full implementation will be in sight. The important work started this year under the "Higher Horizons" and "Early Identification and Prevention" programs (see below) will be expanded. In the junior high schools, each school will have the services of at least one full-time counselor. Another borough guidance coordinator position is authorized, to meet in full the specifications in the "Blueprint".

However, despite the progress noted above, the great majority of elementary schools have no specific assigned service. In each district, the guidance coordinator assists, and very often works in individual schools, on a rotating basis, but this is not nearly the same as having a counselor assigned. Of our 569 elementary schools, only about 125 have guidance counselors on a part-time or full-time basis, leaving about 444 with occasional services.

The introduction to the various recommendations of this Sub-Committee states that we must "assure every child the educational opportunities and stimulation consistent with his intelligence and potentialities." It then goes on to point out that "the need for adequate guidance . . . increases in direct proportion to the extent of cultural and economic deprivation in the family . . . it is imperative that schools in the rundown areas be given the instructional and guidance resources necessary to offset the educational handicaps imposed on some children by their environment."

In the allocation of guidance personnel, every consideration has been given to this point of view. For example, the great majority of the 96 elementary school counselors are assigned to special service or marginal schools. In the Junior High School Division, 44 special service schools have 62.4 guidance positions, while 82 other schools have 85.6 positions. Within this latter category, the marginal schools receive considerably more service than other schools. It is evident that, to the extent possible, disadvantaged children have been favored with much more guidance help than other children.

2. *Licensed guidance personnel*—Within the last three years, a license as elementary school counselor has been established, an examination has been given, and of the 92 successful candidates, those available have been appointed. A new examination for this license has recently been announced. During the same time, three different examinations for junior high school counselor have been planned, and all who passed the examinations have been appointed. It is expected that, by September 1961, all existing guidance positions in the junior high schools will be filled by licensed counselors.

The Bureau of Educational and Vocational Guidance, and the Elementary and Junior High School Divisions, have conducted a vigorous campaign of recruitment and in-service training, in conjunction with local colleges and universities. Efforts are being continued, in order to assure a fully qualified staff for future expansion.

3. *Job Placement Service*—Fifteen staff members of the State Employment Service are now working in thirty different high schools, carrying out the intent of this recommendation. Discussions are now being held, aimed at the creation of a separate unit in the State Employment Service to take care of the needs of early school leavers.

4. *Supervisory personnel*—As explained above, five positions as borough coordinator are in the 1960-61 budget. Appointments should be made shortly from the eligible list which was recently promulgated.

5. *Coordination of guidance services*—This will be one of the major functions of the borough coordinators. On the district level, the guidance coordinators in the offices of the assistant superintendents work under the supervision of the borough coordinators and of the assistant superintendents in the districts.

6. *Production Unit*—One full time counselor is now assigned to this activity. She also has the assistance on a part-time basis of many other guidance workers. Follow-up studies, as suggested, are made by the Bureau of Educational and Vocational Guidance, very often in cooperation with the Bureau of Educational Research and the Bureau of Educational Program Research and Statistics.

7. *Central city-wide guidance facility*—Funds have not been allocated to establish the kind of center described. However, two evening guidance centers have been established in high schools, for the guidance of out-of-school youth.

8. *Closer relationship with Bureau of Child Guidance*—One of the basic purposes of the Early Identification and Prevention program (described in "B" below) was to establish just such a close working relationship with B.C.G. and with its clinical services. Recently, a Committee on Pupil Personnel Services was set up, representing the Bureau of Child Guidance, the Bureau of Educational and Vocational Guidance, and the Bureau of Attendance, under the chairmanship of the Associate Superintendent of the Division of Child Welfare, to effect even closer relations.

B: EARLY IDENTIFICATION AND PREVENTION

The problems of emotional and social adjustments which beset children usually have their beginning in early childhood and often become apparent by the third year in school. One of the frequent concomitants is a sharp breakdown in the learning process. Under present conditions, the maladjustments of too many of our children who are educationally retarded in the upper grades of elementary school and in junior and senior high school are the result of failure to recognize and administer to the problems early enough. Earlier recognition and attention may do much to reduce both the frequency and severity of these maladjustments at a later age.

It is the major purpose of this program, therefore, to identify and meet the special needs of children in grades K-3 through the use of a team of specialists consisting of a half-time psychologist, a half-time social worker, and a full-time guidance counselor, working in cooperation with other school personnel. It was begun in September 1959, with the following staff: 42 guidance counselors; 21 psychologists; 21 social workers; 2 supervising social workers; 2 supervising psychologists; one supervising guidance counselor; psychiatric service, when possible. There are 42 teams, which service 34 schools full time. Fourteen additional schools carrying on special projects—all-day neighborhood schools, junior 600 classes, or ABCD classes—receive part-time service. Of the 34 schools noted above, 25 are special service, and most of the others are marginal, with heavy concentrations of underprivileged groups.

This program concentrates on all children in the 2nd grade, and on selected children from grades K, 1, and 3. While first consideration is given to identification of those who present evidence of maladjustment, the needs of normal children are given attention, too. The gifted and talented are identified for special educational programs, and the team is alert to situational or temporary problems which may lead to maladjustment.

While other school personnel are not definitely assigned to the projects, efforts are made to draw into participation such people as attendance workers, nurses and special teachers. Much time is devoted to a broad program of in-service training for teachers. While all of them are informed of the objectives and general plan of operations, intensive work is done only with teachers in grades K through 3. A number of in-service courses are planned to assist in this respect.

The guidance team, when possible, makes provision for supportive services, such as remedial reading and intensive medical examinations. The orientation of parents has been facilitated by means of parent workshops, PTA meetings, and individual parent interviews. Within the community, efforts have been made to explore available resources, and to use local and city agencies.

It is still too early for any positive evaluation of the results, but we believe that the team approach, with concentration on the early grades, has great value. For the coming school year, 1960-61, we have added 25 guidance positions in order to expand the program.

C: JUNIOR 600 AND ABCD CLASSES

The ABCD program has developed in elementary schools, mainly in low socio-economic areas, over the past twenty years. Twenty-nine elementary schools throughout the city contain 52 such classes, with an average register of 13.

They were organized as a resource for pupils who could not function satisfactorily because of serious personality disorders. There are also four junior 600 classes located in four elementary schools throughout the city. These classes were set up originally to take care of children under ten years of age who were suspended in February 1958. All these children have histories of consistent difficulty in school and serious emotional disturbance.

Five teams, each consisting of a full time guidance counselor, a half-time psychologist, and a half-time social worker, provide clinical and guidance services. Two teams are assigned to the four junior 600 classes; three teams service two experimental projects, which involve 18 of the 52 ABCD classes.

Since the personality characteristics and needs of the junior 600 and ABCD pupil populations are similar, the possibility of merging the two programs is being considered. Indeed, there seems to be considerable merit to the idea of merging them with the Early Identification Program, described in "B" above. "Early Identification" emphasizes the identification of the social and emotional deviate, while junior 600 and ABCD classes provide an educational structure which will help to rehabilitate such children.

D: "SIX HUNDRED" SCHOOLS

The "600" schools were established to care for the special needs of "problem" children and those vulnerable to delinquency. In addition to the usual day schools, there are classes in remand centers, hospitals and institutions. Since 1956, five new schools have been opened in hospitals and institutions, and six day schools. The 1960-61 budget includes plans for the establishment of two additional day schools. Three of the schools are equipped to handle children in the 10th, 11th and 12th years, who were formerly returned to the high schools.

The expansion of "600" schools has been accompanied by an increase in services. Each one has been given a guidance counselor and a remedial reading teacher. A Bureau of Child Guidance team, consisting of a social worker, a psychologist, and a psychiatrist, gives each school at least two days of service a week. Two schools have full-time service. Future plans include the setting up of a Bureau to be charged with the education of the socially maladjusted child, to be headed by a director.

E: PLAY GROUP PROJECT

This project was established because of a pressing need to provide additional guidance service in schools beset with multiple problems involving disturbed children. It was begun in 1950, in one school. Since September 1957, a guidance counselor in charge has been assigned full time, together with ten part-time counselors and two teachers (about one hour each per week), and cooperative service is supplied by the Bureau of Child Guidance. It is operating in twelve schools, all special service or marginal. Approximately 70 children are helped, in groups of 4 or 5, mostly from grades 1, with some from grade 2.

In setting up play groups in elementary schools, three primary objectives were sought:

- to give direct service to children in lower grades who present problems in personal and social adjustment, as recognized by classroom teachers and other school personnel
- to train and supervise guidance counselors and selected teachers in the use of the play group as a guidance service
- to involve faculty members in the process as a learning experience in child psychology through regular, voluntary participation in meetings conducted as seminars.

The supervisor has weekly conferences with those engaged in the project. In some schools, there have been as many as thirty teacher meetings in one year on a weekly basis. Parents are seen for initial interviews, and whenever they evince continued interest, they are seen periodically by the group work counselor. Many parents who resist referral to clinical agencies will accept their child's participation in a play group. Sometimes it is possible to mobilize more interest in agency referral after a child has been in a play group for some time and has shown improvement.

Almost three-fourths of the children treated were in the first grade. They were selected because it was felt that group work of this kind would be most effective with younger children. It is an attempt to get children to relate properly to others, and to rid themselves of some of the fears and hostilities which prevent proper functioning in school. There is much acting out and using of group techniques adapted to the school situation.

The record shows an impressive improvement in child behavior, as compared to the initial referral status. Most dramatic have been the changes reported in children referred because of withdrawal symptoms. Those referred for aggressive, disruptive behavior were also described as having improved. Supervisors, teachers, group workers, and parents concurred in this independent evaluation.

RECOMMENDATION 2. RECRUITMENT FOR GUIDANCE SERVICES

It is a matter of public policy, repeated many times, that the New York City Board of Examiners makes no distinction among candidates on the basis of color, race, or religion. The Recruitment Committee's brochure "A Career For You", contains the following statement: "Merit is the only basis for appointment or promotion. There is no discrimination relative to race, creed, color, or national origin."

Principals and superintendents are well aware of the advantages which may accrue from the representation of all ethnic groups on the staff of a school or district. Integration is a positive and worthwhile experience for the school staff, as well as for the student body. The presence of teachers with basic and personal understandings of the background and motivations of our culturally handicapped children is indeed highly desirable. It is for these reasons that particular efforts have been made to include all ethnic groups, as far as possible, on guidance committees, and to urge desirable candidates to prepare for guidance positions. While ethnic origin of our staff is not a matter of record, we do know that there are a number of Negro counselors on our staff, and that many schools have Negro teachers who do guidance work on a part-time basis, or through committees.

RECOMMENDATION 3. STRENGTHEN PARENT ORGANIZATIONS

This recommendation is discussed fully in Chapter VI, Community Relations and Information, and in Chapter III, recommendation 1H.

RECOMMENDATION 4. TESTING

In Chapter III, Recommendation 2A, there was a discussion of the difficulty of identifying able children from underprivileged homes. This is related to another serious problem—public and professional misconceptions about the nature and meaning of the "I.Q." Author John Hersey, in a recent article, "Intelligence, Choice and Consent" has attacked group intelligence tests, stating that their misinterpretation leads to a considerable loss of human talent. We know that they are invalid when administered to groups of children with poor verbal ability, of other cultural backgrounds, from underprivileged homes in run-down neighborhoods.

A report by Elizabeth M. Drews, entitled "A Four-Year Study of Gifted Adolescents" reports on 150 gifted high school students selected through initial group testing and then through individual psychological testing. Her study found that these children came in normal proportion from all strata of society. In fact, 75% of her group came from homes of unskilled and low income white collar workers. In addition, she found that the number of Negro students in her group of gifted was proportionate to their incidence in the general population of the city studied—Lansing, Michigan. While these findings differ materially from others, which locate a disproportionately large percentage in the high socio-economic strata of society, they do point up the inadequacy of group pencil and paper tests.

Studies conducted by the Bureau of Educational and Vocational Guidance also demonstrated the inadequacy of group verbal tests of intelligence for many of our children. In one junior high school, median I.Q. scores resulting from verbal tests dropped 11 points between the 7th grade and the 9th grade. On non-verbal tests of intelligence, however, the median I.Q. scores were absolutely normal:

7th grade	99
8th grade	99
9th grade	101

These studies lend support to the belief that the distribution of intelligence among these children is normal, but verbal group tests do not reach them. There is, of course, much other evidence to support this belief. For example, psychologists' surveys of entire first grades in Harlem schools, using individual psychological examinations, generally yield normal distributions. Median scores in group verbal tests administered some years later are invariably lower.

There are also many problems in connection with mental ability tests for non-English speaking pupils. For a number of years, the Cooperative Inter-American Tests of General Ability have been administered to Spanish-speaking pupils from Puerto Rico. This test was standardized on Spanish-speaking pupils in New York City, and is considered the best available instrument of its kind. The primary level, which is given in the second grade, is entirely non-verbal. The intermediate level, administered in the junior high school, is 75% non-verbal, and yields non-verbal, verbal, and composite results. Between September and December 1959 these tests were administered to 5500 elementary school pupils, and to more than 2100 junior high school pupils.

The Bureau of Educational Research has also been experimenting with a picture-vocabulary test in Spanish and English for kindergarten and first grade Puerto Rican pupils, which is intended as an objective measure of the vocabulary of these bilingual pupils. The purpose of the test, The New York Picture Vocabulary Test, is to determine to what extent the child's mastery of Spanish exceeds his ability to handle English, and to measure language growth by comparing the original score on the English part of the test with a score obtained after a selected period, such as six months. The test has been administered individually to some 1500 Puerto Rican pupils, as well as to some 500 English-speaking pupils, in order to obtain norms. It was also used last year in a follow-up study of approximately 700 Puerto Rican pupils who had achieved very low scores on the primary level of the Cooperative Inter-American Tests of General Ability.

A tremendous amount of effort has also gone into experimentation with tests of general ability for culturally underprivileged children. A summary of some of these efforts is included below, Recommendation 7, M.

Last year, the Bureau of Educational Research experimented in the sixth grade in four elementary schools slated to be included in the Higher Horizons project, with the following non-reading and non-verbal tests:

SRA Flanagan Tests of General Ability, Gr. 4-6 (TOGA)

SRA Tests of Educational Ability, Gr. 4-6 (TEA)

SRA Non-verbal Form AH

On the basis of the preliminary results, it was decided that the most useful test to supplement the Otis Quick-Scoring Beta (which is the test used citywide) in giving a fuller picture of these pupils' abilities was the SRA Non-Verbal Test, which yielded a mean IQ of 103 and a more normal distribution of scores than the other tests. Since, however, when these results were obtained it was too late in the year to arrange for testing of other children, the administration of the SRA Non-Verbal was postponed. The test was given to the children in the 7th grade of "Higher Horizon" junior high schools during the current school year.

The general ability tests which are now administered to all children in grades 1 and 3 are non-verbal in nature. There seems to be considerable question as to the validity of the tests administered in grades 6 and 8, to culturally underprivileged children who are poor readers. For these children, the verbal group tests are not valid as measures of native ability, although they do indicate levels of academic functioning. Thus, while the 6th and 8th grade tests are valid for those children who are not culturally handicapped, they must be supplemented with other tests, for many of the children. We are exploring the possibilities of eliminating these upper grade verbal tests for those children whose true potential can not be measured in this way. It is hoped that other, better tests can be found or developed to replace them.

The Bureau of Educational Research has also experimented in the sixth grade with the use of a 5-point rating scale of pupil academic potential, expanded from the 4-point scale used at Jr. H.S. 43. This revised scale was used by schools feeding Jr. H.S. 43, and is to be evaluated.

In order to assist in the completion of these projects and others, the 1960-61 budget requested additional personnel for the Bureau of Educational Research: an assistant director, two research associates, a school psychologist, a research technician, and clerical help. Of these requests, only those for a research associate, a research technician, and two clerks were included in the final budget.

RECOMMENDATION 5. CONTINUATION OF THE HIGH SCHOOL STUDY

A study conducted by the Bureau of Educational and Vocational Guidance in an integrated high school showed that, when socio-economic levels were equated, children of differing ethnic origins reached equivalent levels with relation to school grades, aspirations for the future, and incidence of college admission. The Sub-Commission recommended that this kind of information be sought from other high schools. In line with this recommendation, a study is now being conducted jointly by the New York State Education Department and the New York State Commission Against Discrimination. A progress report and a general outline have already been submitted, and the entire study should be completed shortly.

RECOMMENDATION 6. EDUCATIONAL AND ASPIRATIONAL STIMULATION

A: HIGHER HORIZONS

The outstanding success of the Demonstration Guidance Program (see below, Recommendation 7) has led to its expansion into the Higher Horizons program. Its purpose is to apply the Project's goal of compensating for cultural limitations to children of all levels of ability, and not only to the academically able. The first step was taken in February 1959, when five additional junior high schools, and 11 elementary schools which feed them, were made a part of the original Project. Twenty guidance positions were added to these schools, together with ten remedial positions and special teams of consultants and demonstrators.

At the present time, the program includes 7 more junior high schools, for a total of 13, together with the 31 elementary schools which feed 9 of these junior high schools. Twenty-eight additional guidance counselors have been assigned to the elementary schools, and 23 to the junior high schools.

Fifty teaching positions have been added, generally one to each school, with two positions for some of the junior high schools. These positions are being used in a variety of ways, depending upon local needs. Teachers instruct small groups in remedial reading or remedial arithmetic; they staff pre-school and post-school homework clinics and study rooms; they arrange for special trips for large groups of children; they explain the program to parents; they organize groups in creative expression; they make curriculum adaptations; they serve as teacher-trainers—in short, they serve to spark the entire effort in the school.

Seven of the junior high schools and six of the elementary schools have special "teacher-trainers" assigned one or two days a week for elementary schools and four days a week for junior high schools (see Chapter V, Teachers Assignments and Personnel, Recommendation 14).

The Higher Horizons project differs in two important respects from the Demonstration Guidance Project. The latter had as its main goal college admission; the former aims primarily at the development of the full potential of all children—the slow and the average, as well as the bright. Higher Horizons is generally concentrated this year in grade 3 in elementary schools and in grade 7 in junior high school. Its predecessor encompassed all grades at the start.

Higher Horizons is organized as a separate entity, with a junior high school principal as coordinator. It has been assigned a clerk, a guidance counselor as assistant coordinator, and one Career-Guidance class expert, to help set up such special classes in the junior high schools.

For the school year 1960-61, twenty additional guidance positions will probably be assigned to the project. In addition, a lump sum of $200,000 has been placed in the budget for further implementation. It is anticipated that the program will be extended into the fourth and eighth grades, and that the remaining feeding elementary schools will be added. By dint of adding one grade each year, it is hoped that eventually all the children in the schools affected will be exposed to the program.

One of the great needs of the program is for supplementary appropriations to be used to expand the cultural opportunities of the children — for trips, supplies, materials, special assembly programs, etc. Indeed, as the program is shaping up, it would seem advisable to establish positions as cultural resources assistants for special service schools.

B: OPERATION MORE

The Pilot Project on Personal and Group Services, popularly known as Operation More, was organized in September 1956 and is still functioning. It includes three Brooklyn schools: Jr. H.S. 258, P.S. 3 and P.S. 613. Its purpose is to attack the problem of juvenile delinquency through the establishment of personal guidance and through the extension of cultural and recreational after-school activities.

1. *Bureau of Child Guidance service*—Each school received the services of a B.C.G. team: half-time psychologist and social worker, psychiatrist one-half day a week. The table below indicates the extent of service.

Number of children served by B.C.G. teams

	1956-57	*1957-58*	*1958-59*
P.S. 3	35	59	90
J.H.S. 258	27	47	52
P.S. 613	57	69	67
Total	119	175	209

This does not include a large number of children about whom members of the team conferred with school personnel. The number of children thus served informally amounted to nearly half as many as were referred formally.

2. *Public School 3*—A unit of the All-Day Neighborhood Schools was installed in this school, with six teachers and a director, together with a full time guidance counselor. The after-school center received three additional teachers for an expanded program of club activities. The evening center remained open five nights a week, instead of the former three nights, and many new cultural activities were begun for adults as well as for teenagers.

3. *Junior High School 258*—Three teachers were added to the afternoon program, and the evening center extended activities for teen-agers to include cultural and study activities as well as sports. The adult education program was enlarged. In addition, the center was opened for activities on Saturdays and Sundays. The program has encouraged much inter-action between the after school center and the regular school program. For example, rooms have been opened for quiet study, under the supervision of teachers.

4. *Public School 613*—The staff of the afternoon center was increased from one to seven, and the number of days from one to five. One of the features is a "High School Club" for boys who aspire to go on to other schools. The boys study reading and other academic skills. A school Boy Scout Troup is thriving, and a special arts and crafts club for seriously disturbed younger children has been organized.

5. *General results*—Statements by parents, pupils, community leaders, and administrators all testify to the success of the program. Studies of the Bureau of Educational Research indicate that it has promoted educability, good relationships with teachers, wholesome friendships, better use of leisure time, and a degree of insurance against delinquency.

C: JUNIOR HIGH SCHOOL SPECIAL PROGRAMS

1. *Science*—Beginning in September 1958, the Hebrew Technical Institute Project, which had been begun a year earlier in two schools in favored areas, was extended to include two special service schools, Jr. H.S. 139 Bronx and Jr. H.S. 149 Bronx. The objectives were to discover potential science-minded pupils, to stimulate their interest in science careers, and to provide the programs which would properly prepare these pupils. Approximately $3,000 was made available in 1958-59 for science equipment, tests, transportation on trips, and instructors for after-school clubs. Additional funds have been provided for the current school year. Each school received an additional science position, and the half-time services of a guidance counselor.

Two special science classes were formed in each school, on the seventh grade level, as a result of extensive testing and evaluation in the feeding elementary schools. This year these classes are in the eighth grade, and new classes have been formed in the seventh. Each class has received additional periods of instruction in science, and has been programmed for supervised laboratory periods during the school day. This schedule, which permits small groups of children to handle laboratory equipment and to learn special techniques, was facilitated by the assignment of a laboratory assistant to Jr. H.S. 149. The children went on trips to many places of scientific interest, and were encouraged to join the after-school laboratory clubs. Efforts were made to correlate instruction in language arts, in mathematics, and in social studies with the work in science.

It is too early to give final results, but some preliminary findings may be given. Reading scores have far exceeded expectations. In one class, for example, there was a median growth of 2 years in 1 year, 2 months. Science achievement test scores have been considerably above average. There have been many evidences of increased interest—more entries and winners in science fairs, greater attendance at science clubs, and improvement in work habits and attitudes.

Another experiment, including eleven schools, gives an expanded science curriculum to bright Special Progress children. They will cover all of the normal junior high school syllabus, and one year of high school work, during their two years in junior high school. Each school has been given a laboratory assistant, together with an appropriation of $2,000 for equipment. Funds donated by the Hebrew Technical Institute are being used to pay for field trips, reference books, and a teacher to head after-school clubs.

Two of the schools in the experiment are classified as special service (43 Manhattan and 17 Manhattan) and one as difficult (210 Brooklyn).

2. *Music*—Borough music festivals were the culmination of an intensi-

fied effort involving pupils, teachers and music coordinators. The program included the improvement of the instrumental music program, the institution of Saturday morning rehearsals, in-service training courses, and the organization of the Parent-Friends of the Jr. H.S. Borough-Wide Orchestra and Band. Efforts were concentrated in the underprivileged areas, since it was there that parents were least likely to develop interest in music and supply proper training.

Thirteen teachers assist in the Saturday and special group rehearsals. An orchestra and band were organized in each borough, with a total membership of 800, which participated in borough-wide concerts and other activities. Not fewer than 50% of these children came from special service schools, and others came from schools classed as "difficult". The great majority of them have received no instrumental training beyond that provided by the school.

In addition to the regular Saturday rehearsals, coordinators work with small groups after school and on Sunday. String ensembles, string quartets, and brass choirs have been organized on a borough basis. It must be remembered that, in underprivileged areas, almost all of the instruments, as well as almost all the training, are supplied by the school.

Schools in culturally deprived areas have been serviced more intensively by music coordinators. One of the results of their efforts has been the development of unusually excellent Glee Clubs. Of the thirteen choruses which performed in the borough-wide music festivals, five were from special service schools, and others from "difficult" schools.

It is our hope that our after-school and week-end program will be expanded in underprivileged areas, and will be extended to include vacation periods. There is also a need for free after-school instruction to supplement school instruction for children with limited cultural opportunities.

D: ALL-DAY NEIGHBORHOOD SCHOOLS

The All-Day Neighborhood Schools are elementary schools located in crowded areas of high tension, which have special group work programs that operate in the day school as well as in the after-school hours. At present, there are nine such schools. Each one receives seven additional teachers and a school secretary, who work from 10:40 to 5:00. Six of the schools have SAT's and social workers; five have N.E. coordinators and remedial reading teachers; all but one have the services of a psychologist; one has the services of a psychiatrist one day a week. Four of the schools receive guidance help through the Higher Horizons or Early Identification programs, three have assigned guidance counselors, and four have full-time community coordinators.

The basic premise of all these schools is that, working in partnership with the home and the community, they can provide the kind of education and recreation which will help children become well-adjusted, responsible citizens. In addition to developing active parents associations, these schools have formed local citizens committees, consisting of parents, business men, civic workers, neighborhood residents, and in some cases, representatives of other ethnic groups outside the neighborhood. Both groups work to improve neighborhood conditions, dealing with such problems as housing, libraries, recreational facilities, street lighting, and safety. They also raise money for after-school club programs, summer playgrounds, and similar activities.

There is also a city-wide organization known as the Citizens for All-Day Neighborhood Schools, representative of all ethnic groups in the city. Its purposes are to improve services in existing schools and in communities, while pressing for expansion of the program to other schools. It is, for example, paying the salaries of community coordinators in two schools where special problems exist. In one, new housing is bringing a larger number of Negroes into a neighborhood which was formerly almost entirely Puerto Rican. In the other, there is need for better integration between the 45% Puerto Rican and Negro population in the housing project with other residents in the project and in the small homes in the community.

In those neighborhoods where there is a mixed population, a very definite effort is made to keep after-school groups representative of all ethnic backgrounds. In areas where ethnic homogeneity exists inter-group visitation with children from different schools has been planned, both during the school day and after school.

Professor Robert M. McIver, Director of the Juvenile Delinquency Evaluation Project, has praised the All-Day Neighborhood Schools as a preventive to juvenile delinquency, and urged that they be expanded to include every underprivileged area in the city. This recommendation will be carefully considered and steps taken to expand our program, so far as budgetary limitations permit. For the school year 1960-61, three new schools will be organized, with a total of 21 additional teachers.

E: ELEMENTARY SCHOOL CLASSES FOR THE GIFTED

The special programs of the Elementary Division for intellectually gifted children have been described above, Chapter III, Recommendation 2, A.

F: ELEMENTARY SCHOOL ORCHESTRAL MUSIC PROGRAM

Among the many programs of the Elementary Division, the orchestral music program is worthy of special note. At the present time, 97 schools provide instruction in orchestral music; of these, 38 are special service schools. Since 1956, approximately 12 schools have been added to the program each year. In the selection of additional schools, consideration has been given to the fact that, in some neighborhoods, children are more likely to have music experiences than in others. Therefore, when a choice was available, efforts were made to compensate for existing inadequacies.

The initial allotment to each school for instruments is about $1800, and costs of maintenance and replacement average about $350 per school each year. There are no fees either for instruction or for the use of instruments. For the great majority of the children in the program, this instruction represents initial training on an instrument.

Teachers are trained through the Bureau of Music, which has been arranging in-service courses for 20 years. These are taken by almost 80 teachers each year, of whom more than half are in the elementary schools. Four coordinators carry on further programs of in-service training. Two of them are assigned specifically to the districts of assistant superintendents with large numbers of special service schools. These two coordinators have also made special arrangements for classes at neighborhood settlement houses. For those who can pay, only nominal fees are charged; for others, there are many scholarships. The Division of Community Education also offers after-school instruction, at nominal fees, to some elementary children.

RECOMMENDATION 7. DEMONSTRATION GUIDANCE PROJECT

Of all the recommendations of this Sub-Commission, none carried with it higher hopes or greater promise than this one. It is equally true to say that none has been implemented more fully, or been found more successful.

The problem has been posed very succinctly by Dr. Anne Anastasi in her book "Differential Psychology":

"A subtle but powerful influence in the individual's psychological environment is that of social expectancy. . . . From an early age, the minority group member becomes aware of the characteristic behavior traits associated with his racial or national stereotype. In his daily contacts with family, playmates, teachers, and other adults, he finds constant reminders of what is expected of him. Gradually, these expectations become part of his self-concept, which in turn affects his motivation and achievement. By these means, what is expected of an individual tends to determine what he becomes — a tendency that has become known as the 'self-fulfilling prophecy'."

The project had as its major purpose the early identification and stimulation of able students, in order to help them break out of this vicious circle. It aimed to inspire able students from a culturally deprived area, and from low income families without an educational tradition, to reach higher goals. Such pupils generally are depressed educationally and vocationally; they tend to do less well on standardized and achievement tests; they leave school earlier than those from more favored backgrounds. Only a very small percentage go on to college. This was a pilot project aimed at raising levels of aspiration and achievement by compensating for cultural deprivation, and by motivating children to attain their full potential.

Its importance stems not only from services rendered and information acquired about the particular group under study, but mainly from its application to a major social problem which exists nationally.

In order to reach these children before the school leaving age, the project was organized to begin with junior high school students, and to continue work with them as they progress through senior high school. The schools selected were Jr. H. S. 43 Manhattan and George Washington High School. Among the criteria were: a co-educational student body including Negro, Puerto Rican, and other students; an outstanding and dedicated principal and guidance chairman. A further criterion for the junior high school was that it be in a low status socio-economic area, drawing most of its student body from this background, and that it be accessible to an academic high school in which the study would continue. When the project began in 1956, Jr. H. S. 43 had a student body of 1400, of whom 48% were Negro and 38% were Puerto Rican. The high school population of 4700 students, from widely varying socio-economic and ethnic backgrounds, was 28% Negro and 10% Puerto Rican.

It was planned to have the project in the junior high school for three years, beginning in all grades in 1956, and in the senior high school for five years, so that all three groups would have an opportunity to complete high school under this program. The total duration of the project is six years (1956-1962) for the group in the 7th grade in 1956; five years (1956-1961) for the group in the 8th grade; and four years (1956-1960) for the group in the 9th grade.

A: RESPONSIBILITY

Responsibility for conducting the study is shared by the Bureau of Educational and Vocational Guidance and the Bureau of Educational Research. The former, which developed the original plans, is responsible for the guidance program; the latter is concerned with identification and measurement procedures and experimentation, as well as evaluation; jointly, they arranged for identification procedures and research design. Direction and implementation was the responsibility of the principals and guidance coordinators, with the guidance of the assistant superintendents and the Divisions concerned.

B: BUDGET

The budget in 1956-57 provided for $71,000, of which $21,000 was contributed by the College Entrance Examination Board and the National Scholarship Service and Fund for Negro Students. The CEEB will continue its support for six years, and the NSSFNS gave aid for three years. The Board of Education contribution was increased to $98,500 in 1957-58, and to $120,000 in 1958-59. Small donations were received from individuals and groups. For example, workers in the Department of Welfare contributed $150.

C: PERSONNEL

In 1956-57, at the beginning of the project, three full time counselors were assigned to Junior High School 43, in addition to the regular school counselor, who served as coordinator. The counselor-pupil ratio was then 1:375, as opposed to the city-wide junior high school average of 1:2,000. The school also received the following personnel: two teachers of remedial mathematics; one half-time teacher to carry on a program of educational and cultural enrichment; one school secretary; one assistant to principal; part-time services of a psychiatrist, a psychologist, and a social worker. The school already had some special teachers, included in the regular budget, who were used for this project: two teachers of remedial reading; a Puerto Rican coordinator; an attendance and behavior counselor; a speech improvement teacher (one day a week). Particularly during the first months, much help was contributed by the district reading and mathematics coordinators. In the 1958-59 budget, two summer reading school positions were included expressly for the 148 pupils who had indicated a desire to attend summer school. The Bureau of Educational Research was given a research assistant and a clerk to work on this project.

During the school year 1957-58, this personnel was continued at Junior High School 43, and additional help given to George Washington High School, which had received its first experimental group: one guidance counselor, five teachers, and one school secretary. For the school year 1958-59, since more experimental pupils were in attendance, the high school received nine additional teachers and two additional counselors, while keeping the school secretary.

D: CHOICE OF STUDENTS

Since the Project was experimental in nature, the Advisory Committee which had been formed felt it would be preferable to include a number of students who might fall short of the mark rather than to exclude some who might succeed. Therefore, a ten-point scale was set up, as follows:

Test	Criterion	Maximum criteria points awarded
Verbal IQ (earlier)	90	2
SRA Non-Verbal IQ (10/56)	100	
Earlier Reading Test	Within one year of grade placement	1
Earlier Arithmetic Test	Within one year of grade placement	1
Stanford Reading Test (10/56)	Within ½ year of grade placement	2
Stanford Arithmetic Test (10/56)	Within 1½ years of grade placement	2
Teacher Ratings	Very good or good potential	2
	Maximum	10

On the basis of this scale, 717 students, slightly more than one-half the register of the school, were chosen. All who received four or more criteria points were placed, and they represented about 70% of the group. The other 30% were included for a variety of reasons: class marks, unusual circumstances, psychological reasons, etc.

In September 1957, a Special Progress class was included, since it would graduate in two years, rather than the usual three years. An interesting sidelight is that the psychologist attached to the project examined fifteen candidates for the S.P. class who had not met group test criteria for admission. On the basis of the individual examination, ten of the fifteen qualified!

During the three years of the program in the junior high school (1956-1959), as additional promising students were found either among new admission or in non-experimental classes, they were included in the experimental groups. Before admission to high school, each pupil was given a final rating as to potential, either experimental or not. Of the 592 students classified as experimental, 377 were placed in the George Washington High School experimental classes; 148 in September 1957; 114 in 1958; and 115 in 1959. The sharp drop from 1957 to 1958 resulted from the application of minimum criteria which had been developed as a result of experience with the first group.

At first, a primary goal was to help and encourage students to enter college, and the high school project was limited to those qualified students applying to George Washington High School who elected the academic course. After the first two groups were in high school, when it was found that some of the project students were unable to profit from the college preparatory program, it was decided to broaden the objectives of the program to help these students succeed in other courses. Therefore, nine students who applied for the commercial course in September 1959 have been included in the project group.

In line with this thinking, some of the young people in the project have been permitted to change their course to commercial or "modified," when they were unable to profit from the college program. These pupils were retained, however, in certain areas of the project. After this transfer to the "modified" course of study, of the 44 students who had been failing in academic work, 32 passed all their subjects and 9 passed all but one. This experience indicates that it is inadvisable to force an academic high school program on pupils who are either unwilling or incapable of sustaining themselves in it. It also indicates the importance of earlier identification and stimulation.

One of the research reports made in connection with this project throws considerable light upon the importance of motivational factors, and upon the lesser place of standardized test scores, as a criterion for academic potential. Forty-six students, who had been graduated from Junior High School 43 in June 1954, entered post-high school educational institutions in September 1957, as follows: 28 to liberal arts colleges; 9 to community colleges; 9 to specialized schools, mainly nursing. Their junior high school standardized test scores would not in most cases have indicated this potential. The chart below summarizes this information:

Post-High School Admissions of Jr. H.S. 43 Manhattan, Class of June 1954

	Number	Median IQ	8th year reading	8th year math
liberal arts colleges	28	104.5	8.4	6.7
community colleges	9	93.3	7.7	6.3
specialized schools	9	78.7	6.7	6.5
Total	46	93.7	8.0	6.5

Twenty of these students had obtained either IQ scores below 90, or reading scores below 7.5, or both, when tested in the eighth grade. Ten of these had I.Q. ratings below 85, and the same number had reading scores below 6.5. Approximately one-fourth of those who entered liberal art colleges, one-third of those in specialized schools, and three-fourths of those in community colleges rated below 90 I.Q.

A junior high school record with many outstanding ratings in personality, and many extra curricular and service activities, characterized this group of 20 students with low test ratings. Future studies of the 1955 and 1956 junior high school graduates will help to establish whether these findings are confirmed; whether these favorable personal-social factors are strong motivating forces; and whether they may be predictive factors for post-high school education for those students whose potential is not fully measured on verbal tests.

E: INDIVIDUAL COUNSELING

During the school year 1956-57, every pupil in the experimental group had at least one interview with his guidance counselor. All had weekly sessions in group guidance. Approximately half had more than one interview, with an average of three for all students. The interviews dealt with all kinds of problems, educational, social, vocational, family, etc. There were 850 contacts with parents, 43 referrals to social agencies, 19 to social workers, and 33 to the project psychologist, leading to 350 follow-up contacts with agencies. A similar pattern prevailed when the project began in George Washington High School during 1958-59. More than two-thirds of the children had more than four counselor interviews, and each one was interviewed at least twice. They were programmed for group guidance lessons once a week. When necessary, help was available from a psychologist and a social worker. This intensive counseling program has continued, and has led to the one-to-one relationship so important in the guidance of these children.

F: GROUP GUIDANCE

This individual approach was complemented by a dynamic program of group guidance. Each junior high school counselor was scheduled to meet each experimental class within her grade, for group guidance, once each week. Teaching the pupils they counseled individually provided a continuing contact with each one, and gave added insight into classroom adjustment and peer relationships.

In all grades, much stress was placed upon careers and career planning. All kinds of devices were used to raise the aspirational level of pupils, and to get them to think of themselves as occupying more important positions. Negro and Puerto Rican professional workers were invited to address classes and assemblies. Alumni who had been successful in high school or college were also invited. Speakers came from many colleges and universities, particularly during the second and third years of the program, to speak to children in assemblies and in classrooms.

Newspaper advertisements for professional and technical workers were used as springboards for discussion. Achievement charts were prepared, with photographs of successful individuals of various ethnic backgrounds. Individual career booklets were maintained, and pupils were encouraged to "aim high". Visits were made to hospitals, nursing schools, business concerns, research centers, and individual offices where students could see professionals at work. These impressionable adolescents were taken on visits to seven different colleges and universities to further stimulate interest. An extensive film program was conducted, dealing with various professions, the challenge of high school and college, how to study, and similar topics. For those in the 9th grade, much time was devoted to explaining the values of the academic course.

In these junior high school guidance classes, various tests, check lists, and questionnaires were administered to pupils: "Your Educational Plans"; matching opinions of ability against aspirations; family background; Mooney Problem Check List; aptitude-interest questionnaire; Brainard Occupational Preference Inventory; and the Human Figure Drawing. These instruments gave necessary information to the counselor, while directing the attention and interest of the children to higher occupational levels.

G: CULTURAL ENRICHMENT

These children had been given, for the most part, little or no opportunity to participate in many of the cultural activities which are an integral part of the everyday experience of those in more favored communities. Therefore, the schools initiated extensive programs of cultural enrichment, to enable their pupils to: learn to enjoy good music; become interested in wide reading; appreciate fine films; love good theatre; recognize and know fine art; learn about our city and its resources. They were exposed to many of the cultural experiences offered in our great city: Shakespeare and Shaw, Broadway and off-Broadway; concerts and ballets; symphonies and Spanish dancers; Carnegie Hall, the Metropolitan Opera House, and Madison Square Garden; museums and movies. Their cultural horizons were raised tremendously.

They took trips to West Point, to Brookhaven, to the Stratford Shakespearean Theatre; to Hyde Park, and to the Theodore Roosevelt Home; to schools and to businesses; to fairs and exhibits. They made weekend visits to institutions of higher learning, like Amherst and the University of Massachusetts. They went to out-of-town college football games, followed by tours of the campus. Representatives of many different foreign consulates came to speak to the children.

No child took part in all these activities, of course; but all participated in some, and heard about the others. For those in need, a special scholarship fund paid expenses, so that no pupil was deprived of a rewarding cultural experience because of lack of money. For many, the trip itself was a good experience, since they had never before traveled out of the neighborhood. New types of assembly programs, such as "Book Quiz" and "Scenes from the Classics", were introduced to stimulate more and better reading. When films made from book classics, such as "War and Peace", were shown in the neighborhood, specially planned material was sent to teachers. A "Readers Are Leaders" program was introduced.

In order to secure parental follow-up, lists of "Places to Go-Things to Do" were issued three times a year, before each lengthy school holiday. This information was discussed in class, and then given to children to take home.

H: ASSISTANCE IN MEETING CURRICULUM DEMANDS

1. *High School*—In order to provide learning conditions which would be as favorable as possible, students were grouped homogeneously in each subject class on the basis of test data and school records. The registers were well below normal; in English and science, 25 to 28; in foreign language and math, 10 to 15. To provide wider cultural contacts, the project classes in English and science admitted an equal number of students from other areas. A similar procedure was followed in forming home room classes. In art, music, and health education, the grouping was heterogeneous.

Because the students needed intensive training in the basic skills of reading and writing, they were programmed in English for a double period daily. However, grouping was flexible. For example, thirteen students who showed proficiency in the first term of geometry were programmed for an Honor Project Class for the second term.

Students who needed more help than could be given in their classes were recommended for after school tutoring. These pupils were tutored in groups of three or four, and sometimes individually. The results were excellent. In the September 1958—January 1959 term, seventeen of twenty-two pupils who were tutored passed their regular class work. In the spring term, thirty-three of forty-seven passed. The results of summer work for failure pupils were encouraging too. Of 69 pupils who registered for summer school, 62 remained for the entire session, and forty-seven passed one or more subjects.

2. *Junior High School*—Two full time teachers and one part time teacher worked with retarded readers. However, no more than 30% of those needing help (e.g., retarded 1.3 years or more) could be reached at any

time. Median gains varied, depending upon such factors as amount of time given per week, degree of retardation, etc. For the school year 1956-57, the median gain for the 101 children serviced was 1.4 years, with individual gains ranging as high as 5.4 years. In addition to the quantitative gains, these students showed improvement in attention span, interest, and adjustment to school.

Similar assistance was given by the two teachers assigned to children retarded in mathematics. During 1956-57, the median gain was approximately 1.3 years, with gains going as high as 4.5 years.

After the first year, classes organized in English and in mathematics were limited to half the usual register. This permitted small group instruction for many children, with remedial help to those who needed it. During 1958-59, the same technique was used in foreign languages, so that 100 children benefited from the smaller classes and individual instruction.

In another attempt to extend remedial services and also to provide facilities for doing homework for those without adequate accommodations at home, after-school classes were set up. Each afternoon a teacher was available for one hour to assist pupils with foreign languages or mathematics.

7: TEACHER TRAINING

Prior to the organization of classes in Jr. H.S. 43, teachers attended luncheon conferences with administrators and guidance personnel, to discuss appropriate class placement. Bureau of Educational Research staff members held similar meetings, to secure teacher cooperation in connection with the original criteria for identification. In small group conferences, the staff was instructed in the details of the testing program. There were numerous informal conferences to discuss goals, procedures, and problems, as each new step was taken. The entire faculty was kept informed of progress and plans at the monthly staff conferences.

A teacher training program in reading skills, "Ten Thursdays in Reading", was initiated. This device, continued for the duration of the project, led to increased emphasis by all teachers on reading skills, particularly in the content areas. It also served to increase the amount of time devoted to direct instruction in reading, and to give teachers the necessary background and techniques. Intensive in-service training in speech instruction was given in an in-service course conducted by the Speech teacher assigned to the school. Supervised study lessons were emphasized in all classes, and direct instruction was given in how to study, and how to do homework. The coordinator of cultural activities assisted teachers in the preparation for the planned trips and programs, and in the follow-up. Teachers voluntarily accompanied students on all planned activities, even though many of them were on weekends or after school.

J: PARENT EDUCATION

Since the understanding support of the parents was crucial, an all-out campaign was launched in Jr. H. S. 43 to interest them in the new program. The demonstration guidance program, in its various aspects, was the chief topic at meetings of the Parent-Teachers Association. Even before the program had started, parents had been informed about it both at meetings and in writing.

A series of afternoon meetings was planned, with two meetings on each grade level, one for parents of students in the experimental classes, and one for parents of other children. These were followed by evening meetings for those who had been unable to attend in the afternoon. Workshops on the topic "Careers for Our Children" were conducted by the grade counselors. In each case, a resource person with a specialized knowledge of college requirements and available scholarship help was present. The school also invited two NSSFNS scholarship winners to speak at a PTA meeting.

In addition, all parents were kept constantly informed of the various activities by means of letters written in English and in Spanish. They were also invited to attend various special events, and often to go on trips, at reduced rates. During the first year alone, more than 850 individual contacts were made with parents.

The program of parent education has had a cumulative effect. For example, attendance at PTA meetings increased steadily. Partly as a result of the activities mentioned, and partly as a result of the public relations program, by the end of the third year almost everybody in the community was well acquainted with the efforts of the school. This knowledge was matched by a tremendous upsurge of interest, of sympathetic understanding, and of hope for their children.

K: PUBLIC RELATIONS

This experiment has evoked the widest kind of interest, and the most enthusiastic endorsement, from many public and private sources. It is certainly one of the most widely publicized experiments in the country. There have been a number of pamphlets, and many newspaper and magazine articles, describing the project and its results. During 1958-59, 123 visitors came to Jr. H.S. 43 from 21 cities. They represented Boards of Education, parent associations, civic and community organizations, colleges and universities, foundations, governmental agencies, and groups concerned with the welfare of young people. The National Scholarship Service and Fund for Negro Students (NSSFNS), under the direction of Richard L. Plaut, motivated other communities to study New York City's program. This group, which had helped launch the Project and which had served as co-sponsor and adviser, expanded its activities nationally into the Community Talent Search. The experience of NSSFNS with the Guidance Demonstration Project was made available to other communities undertaking similar programs.

Innumerable requests for material and reports have been received. Members of the Advisory Board, and of the staff of project schools, have addressed meetings in many other cities, and have served as consultants. Among our own schools, the project has received much publicity. The local press has taken the project to its heart, and reported it in glowing terms. All these evidences of public interest and approval have, in turn, had a favorable effect upon pupil endeavor and parental support.

L: CLINICAL SERVICES

The project had the services of a psychologist and a social worker for 1½ days a week each. They functioned as a team, and met regularly with the project coordinators and other school personnel. Although the service provided was inadequate, the team was able to help those children who seemed to be in greatest need of help. Psychiatric diagnostic and consultative service was available part of the time.

M: PSYCHOLOGICAL TESTING AND EXPERIMENTATION

No fewer than 30 research reports of the Bureau of Educational Research deal specifically with different aspects of the Career Guidance Project, and others are in preparation. During the school year 1958-59, in Jr. H. S. 43 alone, there were 38 different kinds of data collected and analyzed.

9 measures of intellectual potential
    2 verbal tests
    4 non-verbal or culture-fair tests
    3 rating scales

14 measures of achievement or special aptitude
    3 reading
    4 mathematics
    1 foreign language
    4 teacher evaluation scales
    2 general

15 measures of interest, aspirations, and miscellaneous data.
    7 interest and aspiration studies
    3 evaluation
    2 ethnic and economic status
    3 school placement and status

It should be remembered that this is only one school, for one year. In addition, in other years, tests were administered for other purposes: prognostic tests, as in geometry; human figure drawings, for screening by psychologists; general ability and achievement tests in Spanish, for Puerto Rican youngsters; musical aptitude tests; and the like. It would not be profitable at this time to review the many fields of research, but some aspects merit a brief discussion.

1. *Identification of academic potential*—The results of verbal and non-verbal intelligence tests, achievement tests, and teacher ratings in the junior high school were examined in relation to the first year high school marks of the project students. A tentative prediction formula has been developed, based on the results of two tests, the SRA Non-Verbal IQ score and the Stanford Achievement Paragraph Meaning Grade-Scores in the 9th grade, which has value in predicting success in high school. Exclusive reliance on this formula would, of course, be a serious error, but it is definitely helpful.

It is interesting to note, too, that certain changes were made in the criteria for predicting academic achievement in high school on the basis of ninth grade status. The cut-off point on the Pintner IQ test was lowered from 90 to 85: on the Arithmetic Reasoning test, from 7.0 to 6.5. The other criteria remained the same: SRA Non-Verbal IQ score of 100, paragraph meaning, 7.0; 9th grade average, 65. The latter counted 2 criteria points, for a total of 6.

2. *"Culture-fair" tests*—A measure of academic potential is needed which will not handicap a culturally depressed or linguistically limited child. In the continued search for a more appropriate test, four different non-verbal or "culture-fair" tests were administered: Flanagan Test of General Ability; Ravens Progressive Matrices; IPAT Culture-Free Test; and SRA Non-Verbal. These tests correlate poorly with verbal tests and, in general, with each other. At a future date, when the degree of success of these pupils in high school and in admission to post-high school institutions is known, studies will be made of the predictive value of these "culture-fair" tests. In the meantime, remembering that one instrument may reveal abilities which another instrument may overlook, it seems wise to utilize tests which cover a wide range of intellectual ability. However, there are indications that the inclusion of the SRA test has definite value as one of the criteria, since it rounds out the picture. Where it is high and the verbal score is low, there is likely to be latent ability.

N: RESULTS

The Guidance Demonstration Project has indicated that the aspirational and educational levels of underprivileged children can be raised, if people are willing to plan for it, work for it, and spend for it. This is not, however, a job for the school system alone. It is an enterprise which must engage the wholehearted support of the parents and of the community at large, if it is to be successful.

1. *Changes in verbal IQ scores*—Children in culturally deprived groups usually receive progressively lower scores on verbal group intelligence tests. Group IQ tests are given in grades 1, 3, 6 and 8. For underprivileged children, the average score invariably drifts downward. Children in the Project had been given an Otis Beta IQ score test in the 6th grade. These children in the 9th grade were given another form of the same test. Contrary to past experiences, the average verbal IQ rose by 3.6 points. In 1955, the median was 94.0; in 1959, it was 97.6. The number of pupils with recorded IQ scores above 100 rose by 8%; 21% of the entire group made gains of 11 points or more. Of course, it is conceivable that these children might still be penalized on this type of test!

In general, it can be said that pupils will score higher on verbal intelligence tests if they are given the type of encouragement, enrichment, and motivation described in other parts of this report.

The change in verbal I.Q. scores is illustrated in even more striking fashion in the chart below, showing distribution of scores on the Pintner Test of General Ability (Verbal) for the project class which entered high school in September 1957.

Scores of Project Class on Pintner Verbal I.Q. Test

Intermediate, form B Grade 8—February 1956 Number of Students	*Advanced-form B Grade 11—May 1959 Number of Students*	*I. Q.*
3	7	130 +
4	7	120 — 129
10	13	110 — 119
15	33	100 — 109
34	29	90 — 99
25	8	80 — 89
14	3	70 — 79
	5	60 — 69
105	105	TOTAL
92.9	102.2	Median
95.0	102.7	Mean

During this period of three years and three months, there was an average increase in verbal I.Q. of 7.7 points, and a median increase of 9.3 points. Every grouping above 100 shows an increase, ranging from 30% in the 100-119 category, to 133% in the 130 and over category.

2. *Reading Comprehension*—It is well known that reading retardation is generally cumulative, and when it exists usually increases as the child moves through the junior high school grades. This is particularly true of children in culturally deprived groups. These facts should be kept in mind in connection with the chart below, which gives the results of reading tests administered to the experimental group which was in the 9th grade during 1958-59:

Reading Scores of Experimental Group (N = 147)

	Median	*Adjusted School Grade*
October 1956	5.38	6.8
February 1958	7.47	8.2
April 1959	9.69	9.4

The median student was *1.4 years retarded* in October 1956, 7 months retarded in February 1958, but *3 months above* grade level in April 1959.

The median student showed a growth of 4.3 years in the 2.6 years elapsed between the first and last tests. This growth, which was first evident in February 1958, continued at an accelerated pace. The average gain was 1.7 years per year. This compares with his previous growth of approximately 0.8 year per year.

The tables below indicate even more graphically the great change with reference to the number and percentages of those above and below grade level.

Number and Percentage At or Above Grade Level

	1 year or more above adjusted school grade		*At adjusted school grade to 9 mo. above*		*Total at or above grade level*	
	No.	*%*	*No.*	*%*	*No.*	*%*
October 1956	16	10.9	14	9.5	30	20.4
February 1958	37	25.2	18	12.2	55	37.4
April 1959	54	36.7	25	17.0	79	53.7

Number and Percentage Below Grade Level

	1 month to 1.3 years below adj. grade level		*1.4 years to 3.2 years below adj. grade level*		*More than 3.3 years below adj. grade level*		*Total below grade level*	
	No.	*%*	*No.*	*%*	*No.*	*%*	*No.*	*%*
October 1956	39	26.5	64	43.6	14	9.5	117	79.6
February 1958	31	21.2	51	34.6	10	6.8	92	62.6
April 1959	42	28.5	18	12.3	8	5.5	68	46.3

In October 1956 only 10.9% were a year or more above adjusted school grade. In April 1959, 36.7% were in this category. In October 1956, 53.1% of the group were more than 1.3 years below adjusted grade level, while in April 1959 only 17.8% were in this category.

Unusual gains were made by many students in the 2.6 years elapsed:

2 or 1.4% made gains of 8 years or more.
7 or 4.8% made gains of 7 years or more.
16 or 11.0% made gains of 6 years or more.
40 or 27.6% made gains of 5 years or more.
75 or 51.7% made gains of 4 years or more.
112 or 77.0% made gains of 3 years or more.

It is also interesting to note that, of the five students with verbal IQ scores of 60-69, 4 made gains of 4 years or more. Of the students in the 80-89 range, representing 31.2% of this group of 112 students, 83.3% made gains of three years or more.

3. *Mathematics*—The Seattle Algebra Test, First Half, has been given each year to those 9th grade experimental classes taking algebra. A study of the results of these tests was made to determine the effectiveness of the split half classes which had been provided for 4 regular classes and of the remedial assistance which was made available to all students as needed. The median score in February 1958 for regular 9th grade students was at the 20th percentile, which is in the below average range according to the test norms. In February 1959, it was at the 35th percentile, for a gain of 15 percentile points. This placed the median student just within the average range according to the test norms.

However, with reference to arithmetic reasoning and computation, studies indicated that children did no more than maintain the same growth pattern they had evidenced in earlier grades. In view of these disappointing results, special studies are being made by the district mathematics coordinator and by the Bureau of Curriculum Research.

4. *Academic achievement in high school*—Although it is too early to assess academic achievement completely, the progress to date is heartening indeed. There is a tremendous difference in achievement between the pupils who entered George Washington High School from Jr. H.S. 43 in 1953, and the project classes which entered in 1957 and 1958. In the 1953 group, 5 out of 105 pupils passed all their academic subjects at the end of the first year, and only 2 had averages of 80% or better. In the 1957 project group, 38, or 25%, passed all their subjects at the end of the first year, and 18 had averages of 80% or better. In the 1958 project group, 43, or 38%, passed all their subjects at the end of the first year, and 16 had averages of 80% or better.

The evidence is conclusive that the scholastic accomplishment of the project students is far better than that of previous classes from Jr. H.S. 43.

5. *School attendance*—One measure of the success of a school is its pupil attendance. A comparison between the percentage of attendance of Jr. H.S. 43 and that of other junior high schools in New York City shows that "43's" attendance has remained above city averages for the past 4 years and that the increase became greater as time progressed. For example, in the pre-project year, it was 0.87% above city averages, while last year, the third year of the project, it was *1.87%* above.

Percentage of Attendance

Year	*City J.H.S.*	*J.H.S. 43*	*Difference*
1955 – 56	91.25	92.12	+ 0.87
1956 – 57[5]	90.16	91.12	+ 0.96
1957 – 58	88.82	89.87	+ 1.05
1958 – 59	89.62	91.49	+ 1.87

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[5] First year of Demonstration Guidance Project.

Translated into annual average pupil attendance, a difference of 1.87% means that approximately 30 pupils more were in school every day. Because of this, New York City stands to gain money in two ways: one, an increase in state aid; two, the freeing of attendance teachers to devote more time to handle hard-core cases and thus improve their attendance.

6. *Delinquency and misbehavior*—A studied and determined attempt was made to dissociate the Project from any anti-delinquency program. It was felt that this was a program to raise educational and vocational sights and that if any improvement in behavior resulted, it would be a concomitant and not a primary goal. However, in light of all the publicity that

juvenile delinquency has been receiving in our nation's newspapers, some comparison studies were done.

A comparison between the number of court appearances of students from Jr. H.S. 43 with the number for the city as a whole showed that for the five-year period 1954 to 1959, the rate of increase for Jr. H.S. 43 was only one-half that of the city.

The principal of George Washington H.S., in speaking of the Project students, has said:

> "In the past, students from '43' were our worst behaved. More teacher and administrative time was spent on them than on any other group. Since we had the project group, this has changed. Not a single student in the project group has been reported to the Dean's office for discipline. Today, they are our best behaved."

7. *Self concept and peer evaluation*—One of the objectives of the project was to help the students see themselves as successful high school students with college potential.

To measure the success of this endeavor and to secure peer evaluations which might later be correlated with actual high school success and college admission, a questionnaire, "High School Success," developed by the Bureau of Educational Research and Jr. H.S. 43, was administered to all 9th grade experimental class students in June 1959. Each student was given a list of his classmates and asked to rate each on a five-point scale on the basis of the marks each might be expected to receive in high school, ability to complete high school and the probability of admission to college. He was also asked to indicate the rating he thought his classmates would give him (self-concept).

Of the 232 students going on to high school, 222 answered the questionnaire. Two hundred nineteen believed that their peers would rate them as being able to complete high school. Only two were considered by the majority of their classmates as being unable to complete high school, and these were the two students who were subsequently held over in the ninth grade. Two hundred ten believed their classmates would rate them as completing high school and probably being able to succeed in college. Twenty-eight believed they would be rated as getting high marks; 109 as getting good marks; 73 as getting good marks if given help.

8. *Other Outcomes*—The tremendous improvement in other areas, not so easily subjected to statistical analysis, has been certified by the results of scientific studies and by the testimony of many educators and community leaders. This project *has* raised the ambitions of the children. It *has* raised their cultural level. It *has* resulted in desirable changes in attitudes, inter-

ests, and behavior. It *has* changed the thinking of the community with reference to the function of education.

Whether the children in the experimental group go on to college or not, they will have higher horizons and a greater sense of commitment and purpose in their lives. In short, the Project has demonstrated that fine school programs can raise the educational, aspirational, and cultural levels of an entire group. As indicated above (Recommendation 6), the Guidance Demonstration Project has been expanded to include many schools, in our Higher Horizons program. It is hoped eventually to include all schools, non-special service as well as others, since all children can profit from such a program.

Ventures such as these are expensive, but in the long run they are cheaper than penal institutions or hospitals. They pay for themselves many times over by increasing the supply of skilled manpower. Most important of all, the human values inherent in these efforts represent a re-affirmation and an extension of our democratic faith.

CHAPTER V. IMPLEMENTATION OF RECOMMENDATIONS OF THE SUB-COMMISSION ON TEACHERS ASSIGNMENTS AND PERSONNEL

RECOMMENDATION 1. ADDITIONAL POSITIONS FOR SPECIAL SERVICE SCHOOLS

A: ASSISTANT-TO-PRINCIPALS

1. *Elementary school ratios*—For many years, and until September 1958, assistant-to-principals were assigned to all schools in accordance with the following schedules:

positions	*assistant-to-principals*
fewer than 30	0
30-49	1
50-69	2
70-89	3
90-109	4

In September 1958, the ratio was changed for special service schools only, as follows:

positions	*assistant-to-principals*
fewer than 27	0
27-41	1
42-56	2
57-71	3
72-86	4

The former schedule was maintained for other schools.

2. *Junior high school ratios*—Assistant-to-principals are assigned to all schools in accordance with the following schedule:

positions	*assistant-to-principals*
25-39	1
40-54	2
55-69	3
70-84	4
85-99	5

Special service junior high schools, because of smaller classes and additional services, have many more positions than other junior high schools of the same size. The increase in number of positions will be reflected in an increase in the number of assistant-to-principals. This fact is illustrated in the chart below, H2.

3. *Appointments*—Almost all vacancies for assistant-to-principal, in all schools, were filled as a result of appointments in September 1959. In both elementary and junior high schools, priority was given to meeting the needs of special service schools, as indicated in the table below:

Appointments of Assistant-to-Principals, September 1959

elementary — special service	— 139
elementary — other	— 67
jr. h.s. — special service	— 67
jr. h.s. — other	— 74

These totals do not include eight who declined appointment, four to elementary schools and four to junior high schools.

B: SCHOOL SECRETARIES

For many years, school secretaries have been assigned in accordance with pupil population. At the time of the Sub-Commission report, little, if any, differentiation was made between special service schools and other schools.

1. *Elementary schools*—School secretaries are now assigned as follows: special service and NE schools (schools with high concentrations of non-English speaking pupils):

1 secretary for every 500 pupils.

Other schools:

a. 1 secretary for every 750 pupils; or

b. 1 secretary for 12-30 classes; 2 secretaries for 40-70 classes.

That formula is used which results in a more liberal allotment.

In both special service and other schools, 2/5 or 3/5 of a position may be given for proportional fractions.

2. *Junior high schools*—School secretaries are assigned as follows:

Kind of School	*Ratio: Secretaries to Pupils*
Special service	1:490
Average socio-economic	1:540
High socio-economic	1:590

For the school year 1960-61, 60 additional positions were requested, despite the anticipated drop in junior high school registers. Of these, 18 were allowed in the Executive Budget. The combination of lower registers and more positions will permit us to allot secretaries on the basis of a more favorable ratio.

All Divisions, of course, need additional secretarial help in order to relieve teachers and supervisors of clerical chores, and permit more time for actual teaching. It has been estimated that the minimum secretary-pupil ratio in elementary schools ought to be 1:400. This would require the appointment of 400 additional secretaries, at an initial cost of $1,600,000. Other Divisions would require similar increases, but funds have not been available for such expansion of service.

C: JUNIOR HIGH SCHOOL TEACHING PROGRAMS

It is most important that junior high school programs reach the level achieved in the high schools—25 teaching periods a week, 5 periods of assignments, and five unassigned periods for preparation, marking papers, etc. (25-5-5). This level has already been reached in the 44 special service schools, and will be continued. The remaining schools are organized on the following basis, with the total number of teaching periods varying inversely with the difficulty of the instructional situation:

8 schools	26-4-5
30 schools	27-3-5
44 schools	28-2-5

For the school year 1960-61, the maximum teaching load will be reduced from 28 periods to 26 periods, as part of the general movement towards reaching the ultimate goal—25-5-5 for all teachers.

D: FREE TIME FOR TEACHER CONFERENCES

The question of free time for teacher conferences applies only to elementary schools, since all junior high school teachers have unassigned periods. The OTP remedial reading teachers, SAT's, NE coordinators, Higher Horizons teachers, guidance counselors, teacher-training consultants, and other extra-class teachers might conceivably be used for this purpose. However, in view of their specialized functions, and the valuable nature of the work they are doing, the Elementary Division is extremely reluctant to use them to provide free time for teacher conferences at the cost of other services. There is no doubt that "quota" teachers without special assignments could be used in all schools for many worthwhile purposes. In view of requirements in other more important areas, it seems wise to hold this particular recommendation in abeyance, at least temporarily.

This same objective of providing time for conferences might also be achieved if teacher specialists were used on the elementary level. At the present time, there is some experimentation on a small scale with instruction of gifted children in French, science and music. This program will probably be extended in 1960-61 to include eight special teachers, together with testing and research personnel. It may be that, in time, all schools will be given the opportunity to benefit from such a program.

In September 1959, new and substitute teachers were required to report to their schools for three days prior to the beginning of the school year, instead of the usual one day. They received extensive orientation and training in their duties, both on an individual basis and in groups. This program proved extremely useful, especially in schools where there were large numbers of new teachers, and will be continued. It also reduced the number of meetings necessary for these teachers in the course of the school year.

There are also numerous opportunities, even under existing conditions, for teacher conferences. When there are large group activities, such as assembly, music, and group audio-visual aids, some of the teachers may be excused for conferences. First year teachers, who teach only four hours, may be used during the fifth hour to relieve other teachers. Special school or neighborhood conditions often permit teachers to be excused for short periods of time. Of course, conferences are also held before or after school hours.

E: FREE TIME FOR CONFERENCES WITH PARENTS

Much of what has been said concerning free time for teacher conferences is equally applicable here. In addition to the arrangements described above, all kindergarten and first year teachers meet with each parent, at least twice each year, when the anecdotal reports are distributed. The increase in the number and variety of parent meetings—regular association meetings, workshops, study groups, special interest groups, kindergarten mothers clubs, grade meetings, class mothers, and others—has provided many opportunities for communication between parents and teachers. Parents are urged to come to school for information, for advice, or for help with regard to their children. When they do come, administrators make such arrangements as may be necessary for them to see teachers or other school personnel. The Spring Conference Day, explained in Chapter III, has also provided time for parent-teacher conferences.

F: POSITION LIKE THAT OF SUBSTITUTE AUXILIARY TEACHER FOR SPECIAL SERVICE SCHOOLS

This recommendation would seem to apply particularly to elementary schools, since junior high schools, as indicated below (H1) have many special services. Again, there is no doubt about the values of such a position, but other needs must be given priority.

G: RELIEF FOR TEACHERS FROM NON-TEACHING DUTIES

The implementation of this recommendation depends in part upon the assignment of additional personnel—secretaries, OTP's, SAT's, lunchroom aides, and others. Some of the problems in securing such personnel have already been discussed. With reference to lunchroom aides, such help has been given to the schools. In 1957-58, $400,000 was appropriated for lunchroom aides, and similar items have been included in subsequent budgets. At the present time, there are 399 lunch room aides, all assigned to special service elementary schools.

In the junior high schools, during 1958-59, ten laboratory assistants were assigned to schools in order to further the program of science instruction, to assist with audio-visual aids, and to permit instructors to devote more time to actual teaching. Three of them are in special service schools. For the coming school year, the number will be increased to 20.

In many schools, parent volunteers are used to relieve teachers of such non-teaching duties as money collections and library paper work. Since 1956, the Public Education Association has been conducting, with funds allocated by the Ford Foundation, an experimental project to determine how effective the teacher-aide program can be. This program is described in Chapter VI, "Community Relations and Information." Throughout the country, there has been increasing emphasis upon the use of aides to permit teachers to spend more time in actual instruction. The results of such experiments will be examined, and the findings used as a basis for budgetary requests.

H: SUMMARY

The extent of the extra services given to special service schools can be seen in the following tables:

1. *Elementary schools.*

Positions in Comparable Elementary Schools—Oct. 31, 1959

Elementary School	67K[1]	206K	80K[1]	153K
Total register	1771	1853	1038	1054
Total classes	63	54	37	31
Register, grades 1-6	1572	1575	908	898
Classes, grade 1-6	57	48	33	27
Average class size, grades 1-6	27.6	32.8	27.5	33.3
Guidance counselors	.6	0	1	0
Other teaching positions	2	0	3	0
Total positions, grades 1-6	59.6	48	37	27
Other classes	6	6	4	4
Assistant-to-principals	3	2	2	1
Secretaries	3.4	2.6	2	1.6
Lunchroom aides	5	0	4	0

[1] Special service school.

The non-special service schools had a total of 75 positions in grades 1-6 for 2473 pupils; the special service schools had 96.6 positions, or 29% more, for approximately the same number of pupils. This difference was the result partly of lower class size, and partly of the addition of other teaching positions to provide extra help. The special service schools also had nine lunchroom aides, against none for the other schools, a 67% advantage in assistant-to-principals, and a 29% advantage in secretarial help.

Elementary school registers were approximately the same in 1956 and in 1959, yet the number of out-of-class positions (OTP, SAT, NE coordinators, other coordinators, etc.) increased from 370 to 585. There will be a further increase to 630 in 1960-61, plus additional positions resulting from the extension of the Higher Horizons program.

2. *Junior high schools.*

Positions in Comparable Junior High Schools—Oct. 31, 1959

Junior High School	88M[2]	52M	258K[2]	223K	149X[2]	127X
Total register	1740	1698	1689	1653	1528	1476
Total classes	62	49	58	49	52	43
Register, grades 7-9	1690	1698	1629	1636	1475	1476
Classes, grades 7-9	59	49	55	48	49	43
Average class size, grades 7-9	28.6	34.7	29.6	34.1	30.1	34.3
Other teaching positions						
Shop	11	10	9	11	10	10
Library	1	1	1	1	1	1
Guidance	1	1	1	1	1	1
Others	19	6	25	9	16	9
Total other teaching positions	32	18	36	22	28	21
Total positions, grades 7-9	91	67	91	70	77	64
Classes for handicapped	3	—	3	1	3	—
Assistant-to-principals	5	3	5	3	4	3
Secretaries	3.6	2.6	4	3	3	2.6

[2] Special service school.

The non-special service schools had a total of 201 positions in grades 7-9 for 4810 pupils; the special service schools had 259 positions, or 29% more, for 16 fewer pupils. This difference was the result partly of lower class size, partly of more favorable teacher programs, and partly of the addition of other teaching positions to provide extra help. The special service schools also benefited by having 56% more assistant-to-principals, and 29% more secretaries.

RECOMMENDATION 2. REDUCTION OF CLASS SIZE

A: ELEMENTARY SCHOOLS

The table below shows the average class size during the past four years, as of October 31:

1956 – 29.9
1957 – 29.6
1958 – 29.6
1959 – 30.3

The increase during the current school year resulted from an extremely difficult budgetary situation, both for the city and the Board of Education.

For the school year 1960-61, average class size will be approximately the same as in 1957-58 and in 1958-59. For the estimated 483,600 children, 16,273 class teachers have been allocated, with an average class size of 29.7. Regardless of average class size throughout the city, the special service schools and the NE schools (those with large numbers of non-English speaking children) have received smaller classes than other schools.

Average registers as of October 31

Year	*Special Service Schools*	*N.E. Schools*	*Other Schools*	*All Schools*
1956	27.7	–	31.4	29.9
1957	27.2	–	31.6	29.6
1958	27.5	27.9	31.5	29.6
1959	28.2	28.9	32.1	30.3
1960 (estimated)	27.8[3]	28.8[3]	32.1[3]	30.1[3]

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[3] This is exclusive of 180 positions in the 1960-61 budget for various special needs. With the inclusion of these positions, the average class size for all schools will drop to 29.7.

These figures are exclusive of all special classes – CRMD, handicapped, "600", low I.Q., and others.

B: JUNIOR HIGH SCHOOLS

The table below shows the average class size during the past four years, as of October 31:

1956 – 32.1
1957 – 31.6
1958 – 30.8
1959 – 31.6

As indicated above, the present year represents an unusual situation. However, even though the average class size is higher now than it was in 1958, it is lower than it was in 1956.

For 1960-61, it will be reduced further, to 30.6. It must be remembered that at the present time each one-tenth of one reduction in class size requires approximately 20 positions, at a cost of about $120,000. The reduction in average class size, from the 32.1 of 1956 to the 30.6 for 1960, will cost more than $1,750,000, for the coming year alone.

Special service schools have invariably had lower class registers than other schools, as indicated below:

Average Registers as of October 31

Year	*Special Service Schools*	*Other Schools*	*All Schools*
1956	30.1	33.1	32.0
1957	29.5	32.7	31.6
1958	28.1	32.3	30.7
1959	29.1	33.1	31.6
1960 (estimated)	28.5	32.0	30.6

These figures are exclusive of all special junior high school classes, such as CRMD and handicapped.

RECOMMENDATION 3. ASSIGNMENT OF BUREAU OF CHILD GUIDANCE PERSONNEL

Since 1956, there has been a steady increase in the positions allotted to this Bureau. The number of professional positions has been increased from 247 to 363; clerical positions, from 77 to 91. For the coming year, a budget increase of $172,730 was requested, but not included in the final budget.

However, as in 1956, it has proved extremely difficult to secure professional personnel, partly because of a general shortage throughout the country, and partly because our salary schedules are not sufficiently competitive. Of the 363 professional positions, 27% are unfilled and another 11% are filled by substitutes. Some of the important lacks are as follows:

Personnel	*1959-60 Allotment*	*Unfilled*	*Substitutes*
School Psychiatrist	29	15	6
School Psychologist	138	58	21
School Social Worker	155	23	12

It seems unlikely that, under existing conditions, this situation will be changed in the near future.

In 1954, the Bureau launched a new plan, later extended throughout the city, of serving certain schools through half-time teams of social workers and psychologists who have access to psychiatric consultants. Schools are chosen for such service after consultation with assistant superintendents. The number of schools thus covered has increased steadily, so that now there are 136 schools which have half-time teams. Almost one-half (66) of these schools are special service, and many of the others are marginal in nature. Other schools are covered by "area service," which consists of other teams of social workers and psychologists to whom cases are assigned after they have been screened by an Intake Department. These so-called "area service" schools have been asked to limit their referrals because of the limited size of the staff. Therefore, they refer only the most seriously disturbed children; e.g., children who are a danger to themselves or to others, or whose behavior is bizarre or excessively withdrawn, or who are returning from State institutions, or who are retarded mentally. This reorganization has made it possible to give more prompt service in emergency situations.

More than 40% of the staff of the Bureau is assigned to special projects growing out of the recommendations of the Commission on Integration or to other special projects or schools which help disadvantaged children.

Assignment of B.C.G. Staff to Special Projects

Personnel	*Early Identification Program*	*Higher Horizons*	*All Day Neigh. Schools*	*"600" Schools*	*Total*
Social Workers	18	10	2	10	40
Psychologists	18	10	2	10	40
Psychiatrists	6	3	1	4	14
Supervisors	5	2	—	2	9
Total	47	25	5	26	103

RECOMMENDATION 4. PARKING PLACES IN CONGESTED AREAS

The Deputy Superintendent of Schools, the Division of Housing, the Policy Consultation Committee, and a special committee of the Association of Assistant Superintendents have been working on this problem for more than two years, with considerable success. They have received the full cooperation of other city departments, and particularly of the Traffic Department.

The Housing Division has been working on the project since June 1958, arranging for the gradual extension of parking privileges to schools in every borough. Plot diagrams have been made of every school in the city, beginning with the most congested and most underprivileged areas. A priority list of schools was supplied by the Association of Assistant Superintendents.

To date, 27 special service schools have been granted on-street parking privileges. A list of 40 more such schools has been submitted to the Traffic Commissioner, for which he has promised to consider "parking organizational cards" this year. In addition, arrangements have been made for school yard parking in one school, and it is expected that such privileges will be extended to 12 more schools before the end of the current school year.

The recommendation has also been made that planning for new or modernized buildings in congested areas include provision for parking places. Unfortunately, it is precisely in these areas that land is at a premium. Often, it is only with extreme difficulty that we have been able to secure land for play-yards. It hardly seems worthwhile to sacrifice children's play space for teachers' parking places. The housing shortage further complicates matters, since the areas involved invariably have a high population density. The recommendation is, of course, a sound one, but it is unlikely that we can carry it out in the near future.

RECOMMENDATION 5. IMPROVED PHYSICAL SCHOOL FACILITIES

This matter is discussed fully in Chapter VIII, "Physical Plant and Maintenance".

RECOMMENDATION 6. REQUIREMENTS FOR PROMOTION TO A SUPERVISORY POSITION

The present requirements for license as assistant-to-principal include two years of experience under regular appointment in a special service school. High school teachers may obtain such two years of teaching experience, upon request, through assignment to the ninth year of a junior high school. This policy is in accord with the specific recommendation of the Sub-Commission.

Presently under consideration is the creation of new licenses as assistant-to-principal in junior high schools in the fields of science and mathematics, and in the field of guidance. The shortage of personnel in these areas is most acute and there is a great need for specialists of supervisory rank to supply in-service training.

RECOMMENDATIONS 7-8. STAFFING THE SCHOOLS: TEACHER ASSIGNMENT AND TRANSFER

A: PRESENT PERSONNEL SITUATION

Any sound understanding of policies and practices involved in the equitable staffing of all schools is dependent upon a knowledge of the existing personnel situation.

1. *Elementary Schools*—On the surface, it might seem that there is a favorable situation in the elementary schools, for of 15,525 authorized positions in grades 1-6, there were, as of October 31, 1959, 16,779 appointed teachers. However, note the following:

Teachers on leave of absence without pay	3014
Net number of teachers serving elsewhere (mostly grades 7-9)	1246
	4260

This leaves a net of 12,519 teachers available for service in grades 1-6, or 3,006 fewer than needed. The ratio of appointed teachers actually serving to total positions was 81%.

It must be kept in mind that, as class size is decreased, and the number of teaching positions outside the classroom becomes greater, the need for teachers is increased. The budget for 1960-61 calls for a total of 16,903 positions in grades 1-8, as compared to 16,265 at the present time. If class size were to be kept at its present level, and the number of other teaching positions remained the same, 294 additional positions would be needed for the anticipated register increase of 8,945. Instead, 638 more positions have been granted, both for reduction of class size and for extension of special services. The addition of so many positions, at a time when teachers are in short supply, must inevitably depress the ratio of regularly appointed teachers to the total number of positions.

2. *Junior high schools*—So far as regularly appointed teachers are concerned, the situation in the junior high schools is difficult, with little hope for much improvement in the near future. Part of the problem stems from the general shortage of teachers throughout the city and the nation; much of it comes from the tremendous expansion of the junior high school pupil population. Between 1951 and 1959, it jumped from 102,000 to 183,000, an increase of 79%. This is the time during which all teachers have been

in short supply, and it has been impossible to keep pace with expansion.

The present situation is as follows:

Jr. H.S. Academic Positions October 31, 1959

Subject	*Total positions*	*Jr. H.S. regular licenses*	*Common Branches regular licenses*	*Leaves of absence without pay*	*Vacancies*	*% of regularly licensed teachers serving*
English	1566	805	248	82	431	67
Soc. Studies	1475	1069	124	51	231	81
Math.	1194	361	319	19	495	57
Science	729	343	75	17	294	57
For. Lang.	441	351	19	14	57	84
Art	462	159	37	16	250	42
Music	370	211	18	18	123	62
Library	100	11	16	—	73	27
Health Ed.	671	395	42	26	208	65
Others	181	53	34	20	74	48
Total	7189	3758	932	263	2236	65

The 65% of regularly licensed teachers serving includes teachers holding junior high school subject licenses and those with regular Common Branches licenses for elementary grades. This percentage has, of course, dropped slightly in the course of this school year. Next year, as a result of changed elementary admission policies adopted in 1954, there will be 3,646 fewer Jr. H.S. pupils than at present. If present standards of class size and other teaching positions were maintained, 115 fewer positions would be needed. Instead, 276 more positions have been given to lower class size, to supply more extensive services, and to produce more favorable teacher programs. This increase in the number of positions, while it improves the educational situation, must of course result, under existing conditions, in a lower percentage of regularly licensed teachers than that which would prevail if class size and services were maintained at present levels.

B: ANTICIPATED PERSONNEL SITUATION, 1960-61

1. *Elementary schools*—During the past three years, the number of cessations of service of Common Branches teachers has increased from 812 in 1956-57 to 1,245 in 1958-59. These cessations came mainly from two sources: service retirements and resignations. With reference to retirements,

it is still too early to anticipate the total effects of the new laws,[4] but it is probable that the number will be increased. As far as resignations are concerned, those who resign are generally teachers who have been on leave of absence without pay, such as maternity leave, for a considerable period of time. Since the number of leaves of absence without pay has increased by 29% since 1956-57, more resignations may be anticipated. It seems likely, therefore, that this year we shall lose more than the 1,245 teachers who left in 1958-59.

Last year, 1,026 Common Branches teachers accepted appointment. It seems unlikely that this figure will be exceeded by very much for the coming school year since approximately the same number of applicants has been licensed. At best, therefore, the new people will simply fill the gap created by those who are leaving.

In all probability, there will not be available fully licensed teachers to fill vacancies arising from two other sources. The budget includes 638 additional positions, as explained in A1 above. Furthermore, the number of teachers on leave of absence without pay has been increasing at the rate of approximately 250 per year. This adds up to 888 additional positions which will in all likelihood be filled by substitute teachers.

2. *Junior high schools*—A little improvement can be anticipated in the junior high schools, but certainly a very meagre one, in view of the need. Examinations for regular teachers are now being conducted in academic areas, and the resulting lists will be helpful. However, while relatively few teachers are lost through retirement and resignation, each year a great many move on to the high schools. In addition to replacements, 276 teachers will be needed, as noted in A2 above. It is probable that the percentage of regularly appointed teachers in 1960-61 will not rise much above the present level.

C: RATIO OF REGULAR TEACHERS: ELEMENTARY SCHOOLS

1. *Index*—A study conducted in 1957-58 indicated that the percentage of regularly appointed teachers in special service schools was 76, and in other schools, 93. In order to equalize these figures, a new system was devised for the appointment, transfer and assignment of teachers.

In the spring of 1958, a survey was made of the total number of regularly appointed teachers actually serving in the elementary schools, and the total number of positions. The first figure, divided by the second, gave a percentage of 86, which was called the Index. For September 1958, no appointments, transfers, or assignments of regular teachers were made to schools whose percentage of regularly appointed teachers equaled or exceeded 86%. During the school year, teachers returning from leaves of absence without pay were assigned to schools which needed regularly appointed teachers to bring them up to the Index percentage.

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[4] These include the "55-30" pension, terminal leave and possibility of earning more money while retired.

2. *Results*—A follow-up study was made of conditions on October 31, 1958. The results, compared with those on October 31, 1957, are as follows:

Percentage of Regularly Appointed Teachers Serving in Elementary Schools

	Special Service Schools	*Other Schools*
1957-58	76%	93%
1958-59	78%	85.2%

The gap, which was 17% in 1957-58, was reduced to 7.2% in the one year. It was unfortunate that, during the one year interval, the number of teachers on leave of absence without pay increased considerably, and the number of cessations of service totalled more than a thousand. The sum of these two factors greatly exceeded the appointments, so that the narrowing of the gap was accomplished not so much by an increase in the percentage in special service schools as by a decrease in other schools. Certainly, it would be preferable to equalize conditions by bringing all schools up to the same high level. However, during a period of teacher shortage, it seems only fair to distribute the fully qualified teachers as equitably as possible.

The Index figure, which was set at 83% for September 1959, will be 80% in September 1960, and seems likely to become even lower in the next few years. This drop is necessitated by the greater demand and the smaller supply. Between 1955 and 1959, we added 826 positions in Grades 1-6, but we had 509 *fewer* regularly appointed teachers serving in 1959 than in 1955.

Earlier retirements, increase in number of leaves of absence without pay, smaller class size, increased services, and other factors will result in a greater need for teachers. Under existing conditions, and even in the light of expected salary increases, there seems little likelihood of a supply ample enough to meet the anticipated need.

Another study completed in January 1960 showed that 74.8% of the staffs of special service schools were regular appointees, while the corresponding figure for other schools was 82%. Both groups of schools, in short, suffered a drop of 3.2 in the percentage of regularly appointed teachers, while the gap between them remained constant. We were concerned both with the drop in the percentage of appointed teachers, and with the fact that the gap had not been further narrowed.

Our studies indicated the usual reasons for lack of fully qualified personnel: increase in cessations of service, increase in leaves of absence without pay, and decrease in appointments. However, this lack will not be permitted to deter us from our job of equalizing staff ratios in all schools.

3. *Regularly Appointed Teachers Per Pupil*—Actually the percentage of regularly appointed teachers conceals a very vital statistic—the ratio of appointed teachers to pupils. In special service schools, there is a greater number of regularly appointed teachers than in our other schools, for the same number of children. Suppose, for example, that P.S. 301, an imaginary special service school, and P.S. 302, an imaginary non-special service school, have the same number of pupils—1,200. In view of the smaller class size of P.S. 301 (28 against 32.9) and its special services, the organization might look like this:

	P.S. 301 (sp. serv.)	*P.S. 302 (Non-sp. serv.)*
register	1200	1200
classes	43	36
O.T.P.	2	0
guidance counselor	1	0
total teachers	46	36
regular teachers	33	30
% of regular teachers	72%	83%
regular teachers per 1000 pupils	27.5	25

The special service school, P.S. 301, has more regularly appointed teachers than P.S. 302, for the same number of children, yet it has a much smaller percentage of such teachers. This seeming disparity has resulted from efforts to give special help to the children in the special service schools. In reality, the children in the special service school have more regularly appointed teachers, not fewer.

An actual example might make the specific situation more apparent. The chart which follows refers to two of the elementary schools mentioned above, Recommendation 1, H 1.

	Special Serv. School P.S. 67 Brooklyn	*Non-Spec. Serv. School P.S. 206 Brooklyn*
Register, 1-6	1572	1575
Teaching positions (Including OTP)	59	48
Regularly appointed teachers	47	41
% of regularly appointed tchrs.	80%	85%
Regular teachers per 1000 pupils	30.0	26.0

Public school 67, for three fewer pupils than P.S. 206, has 6 more regularly appointed teachers and 5 more substitute teachers. For the 3147 pupils in the two schools, there are 88 regularly appointed teachers. Of these 88 regular teachers, the children in the special service school have 47, and the children in the other school have 41.

The situation in the city elementary schools is as follows for grades 1-8.

Ratio of Regular Teachers To Pupils, Oct. 31, 1959

	Special service schools	*Other schools*	*Total*
number of schools	176	412	588
pupils	182,868	291,787	474,655
positions	6866	9388	16254
regular teachers[5]	5136	7698	12834
regular teachers per 1000 pupils	28.1	26.4	27.0

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[5] Figures are as of Jan. 1960.

It is clear that, throughout the city, the ratio of regularly appointed elementary teachers to pupils is higher in special service schools than in other schools. In addition, the special service schools have 17% more teaching positions than non special service schools, for equal numbers of pupils.

4. *Appointments for September 1959*—The following table analyzes appointments made in September 1959 from the Common Branches list:

Common Branches Appointments—September 1959

	Sp. Service Schools		*Other Schools*		*Total*	
	Number	*%*	*Number*	*%*	*Number*	*%*
No. of Sch.	176	30	412	70	588	100
Appointments	924	75	308	25	1232	100
Accepted	741	80	285	93	1026	83
Declined	183	20	23	7	206	17

Although special service schools total fewer than one-third of all schools, they received three-fourths of all appointments. A greater proportion of teachers declined appointments to special service schools than to other schools; yet 72% of all those who accepted appointments went to special service schools. As in the case of all policies, appointees have been permitted to appeal their assignments, on the basis of hardship, and such appeals have been expeditiously reviewed and decided.

With reference to Early Childhood vacancies, 121 of the 183 women appointed, almost two-thirds, were assigned to special service schools. Of these 121, 90 accepted appointment.

5. *Summary*—Throughout the city, in special service schools, there are more regularly appointed teachers per thousand pupils than in other schools. As time goes on, and the application of the Index has greater and

greater effect, this gap in favor of special service schools will tend to widen, until it stabilizes at the point where the percentages of regularly appointed teachers are equal.

We are constantly refining both our techniques in the construction of the Index and its application. A number of suggestions have been made to improve administration of this device, which are being considered. For example, we know that a greater proportion of teachers decline appointment to special service schools than to other schools. We also know that more leaves of absence without pay are requested by teachers in special service schools. It may be wise to take these factors into consideration in appointing teachers. In the light of past experience, it may be wise to project our calculations into the future in setting the Index, rather than to rely entirely upon the present situation.

The present Index system has been in operation for only two years, and already much has been accomplished. We cannot be expected to achieve complete success in so short a time, particularly in the face of the shortage of professional workers in general, and of teachers in particular. The record is clear: we are making progress in the direction of our well-defined goal.

D: RATIO OF REGULAR TEACHERS: JUNIOR HIGH SCHOOLS

1. *Ratios, 1957 to 1959*—Since 1958, as indicated in the table which follows, the special service schools have fared better than other schools, in terms of the ratio of regularly appointed teachers to pupils.

Ratio of Regularly Appointed Teachers to Pupils: October 31

	1957			*1958*			*1959*		
	Sp. Serv.	*Other*	*Total*	*Sp. Serv.*	*Other*	*Total*	*Sp. Serv.*	*Other*	*Total*
Number of Jr. H. S.	40	82	122	44	82	126	44	82	126
Pupil population	50,997	105,782	156,779	57,166	115,120	172,286	59,472	127,122	186,595
Teachers serving under regular license	1,479	3,311	4,790	1,631	3,224	4,855	1,834	3,650	5,484
Number of regular teachers per 1,000 pupils	29.0	31.3	30.6	28.5	28.0	28.2	30.8	28.7	29.4

Between 1957 and 1958, the special service junior high schools gained 152 regular teachers, while other schools lost 87 such teachers. As a result of these changes, in 1958 the ratio of regular teachers to pupils in special service schools exceeded the ratio in other schools. Between 1958 and 1959, the special service schools improved their relative position even further. As of October 31, 1959, the advantage in favor of special service schools was approximately two regularly appointed teachers per 1,000 pupils.

2. *Appointments for September 1959*—The following table analyzes appointments made in September 1959 from junior high school lists.

Junior H.S. Appointments—September 1959

	Sp. Service Schools		*Other Schools*		*Total*	
	Number	*% of Total*	*Number*	*% of Total*	*Number*	*% of Total*
No. of Schools	44	35	82	65	126	100
Appointments	425	44	531	56	956	100
Accepted	326	77	465	88	791	83
Declined	99	23	66	12	165	17

Although special service schools comprise only 35% of the total of all schools, they received 44% of all appointments. A greater proportion of teachers declined appointments to special service schools than to other schools, so that finally 41% of all who accepted appointment went to special service schools.

3. *Transfer of teachers*—In September 1959, there were 18 regularly appointed teachers who left special service junior high schools for other schools. At the same time, 5 teachers were transferred into special service schools.

This loss of 13 regular teachers was more than offset by the transfer of highly skilled teachers from non-special service schools to projects designed to help special service schools. Eighteen teachers were thus assigned to the remedial reading teams and to the corps of teacher trainers.

4. *Needs in special subject areas*—Personnel requirements and problems are quite different in the junior high schools from those in the elementary schools. The necessity for subject specialists and the wide variations in vacancies from subject to subject (see table, page 102) have led to the formulation of an index for each subject, rather than one for the school as a whole. Schools which fall below city-wide percentages of regular teachers in a particular subject are given preference in appointments in that subject, with the order of priority depending upon the degree of need. The operation of these subject indices has tended to equalize percentages of regularly appointed teachers in the various subject areas. At the same time, as indicated above, the over-all ratio of regular teachers to pupils has been improved in special service schools.

5. *Summary*—As of October 31, 1959, the special service schools had

33% more teaching positions than non-special service schools, for equal numbers of pupils. In addition the number of regularly appointed teachers per 1,000 pupils was greater in special service schools. Furthermore, as additional regularly licensed teachers become available, they are being assigned to those schools which have the greater shortages in particular subject areas.

E: "ROTATION" OF TEACHERS

The complete report of the Commission on Integration suggests procedures and policies which will result in a fair distribution of available staff. It does *not* suggest "rotation" as the indispensable means of achieving this end, nor does it request immediate introduction of this policy.

The original report of the Sub-Commission on Teachers Assignments and Personnel recommended (item 8.4) that a system of "rotation" be installed, effective not later than September 1959 (item 8.D). However, the Sub-Commission report was amended and interpreted by the entire Commission in its supplementary material entitled "Supplement to the Reports, Zoning and Teachers Assignments and Personnel Sub-Commissions." Both the Board of Education and the Commission on Integration agreed that this statement was to be considered an integral part of the total report. It was in question and answer form, and reads in part as follows:

Question:	What about "rotation"?
Answer:	This is a word which has been bandied about very loosely. This report refers to an equitable staffing of all schools and the suggested methods to accomplish this. What is intended is that all schools will have the same ratio of experienced teachers to substitutes.

A close reading of all the questions and answers indicates clearly that "rotation" of teachers is to be used only after other possibilities have been tried and found wanting. Our present policies are less than two years old and, as shown above, have resulted in considerable progress. It would seem wise to give them a fair trial for a reasonable period of time.

F: ASSIGNMENT OF TEACHERS AND DISTANCE FROM SCHOOL

Every effort is made to assign teachers within reasonable traveling distance from schools, and with due consideration for transportation facilities. However, this factor, as well as the assignment preferences of the teachers, is secondary to the equitable staffing of all schools. For example, very few teachers live in Manhattan. Yet, in appointments made from the Common Branches list of September 1959, 415 of the total of 1,232, or 34%, were assigned to Manhattan. Of the 1,026 who accepted, 321, or 31%, went to schools in that borough. It is evident, then, that priority is being given to the needs of the children, as recommended by the Sub-Commission.

G: CALLS FOR VOLUNTEERS

The Superintendent of Schools has issued a call for volunteers to apply for transfers to special service schools, in accordance with the recommendation of the Sub-Commission. Approximately thirty teachers have been transferred as a result of this appeal.

The present requirements for the examination for assistant-to-principal may result in more such transfers. At the present time, the experience requirement of two years in a special service school is under legal attack. If this matter is adjudicated favorably, it may well cause an increased flow of experienced teachers into special service schools. This result will, of course, be a by-product of the major objective of the new requirement, which is to assure an adequate background of training and experience for all would-be supervisors.

H: TRAINING OF NEWLY APPOINTED TEACHERS AND STUDENT TEACHERS

In schools and districts, much attention has always been given to the training of the new teacher, and to the in-service training of all teachers. The extensive and unusual program of in-service courses in this city has served as a model for other cities. In recent years, increased emphasis has been placed upon work with the newly appointed teacher and with the substitute teacher. A great deal is being done throughout the entire school system, but some programs would seem to warrant special mention.

1. *Special teacher training program*—The 1959-60 budget included the sum of $266,200 for 55 experienced teachers to serve as teacher training consultants. The major purpose of the program is to train new teachers to fill positions in schools which have a high concentration of problems characteristic of special service schools. The specific objectives are:

- desire on the part of student teachers to accept appointment to special service schools
- better orientation of the newly appointed teachers in selected special service schools.

Seventeen elementary teacher trainers have been assigned to work in 51 schools, each teacher being assigned to a cluster of three special service schools. Each consultant assists approximately 15 student teachers and the same number of newly appointed teachers.

On the junior high school level, 22 teachers have been assigned to 44 schools. Each consultant is assigned to a special service school for four days, and to another school for the fifth day. Since the junior high schools have a great number of newly appointed teachers and relatively few student teachers, a greater proportion of the time is spent with new teachers than is the case in the elementary schools.

Reports from the schools serviced indicate that the project is helping both the new teachers and the student teachers. However, a formal study is being conducted by the Bureau of Educational Program Research and Statistics and the two Divisions concerned, and results will be published after the end of the current school year.

2. *Teaching Fellowship Program*—Under a grant from the Fund for the Advancement of Education, Yeshiva University has developed a program whereby it recruits graduates of liberal arts colleges for the teaching profession, under an internship plan. After a summer session, during which the Fellow takes a minimum of eight credits in professional courses, he begins a year's internship.

On the elementary level, he reports each day of the school year as do all staff members. During the first six to eight weeks, he does observation and practice teaching under supervision. He may then serve as a substitute for a total of some 100 days, to fill the place of absent teachers, while remaining days are used to secure added training. For the 100 days of service, he is paid at the same rate as other substitutes.

On the junior high school level, Fellows are assigned in pairs, and each pair accepts responsibility for one full program. Each Fellow teaches half the time, and devotes the other half to practice teaching, observation and similar activities. He is paid one-half the salary of a regular teacher.

For the year 1959-60, there are 47 such Fellows, 28 in the elementary schools and 19 in the junior high schools. Twenty of them are assigned to special service schools.

3. *Elementary school teacher training program*—The number of student teachers in the junior high schools is, as indicated above, rather limited. However, the number is much greater in the elementary schools, totaling 1,037 on October 31, 1959. On this date, 412, or 40%, were in special service schools. Most of the colleges require student teachers to serve in two different elementary schools, one in the fall semester and one in the spring semester. These colleges try to have each prospective teacher train for at least one semester in a special service school, so that more than 50% of them do get this experience.

Very few of our student teachers attend colleges near underprivileged areas, or live in such areas, and this high percentage is indicative of our efforts, and those of the colleges, to acquaint prospective teachers with the schools in which they are likely to teach. Through the years, it has been discovered that many of those who have received their training in special service schools request assignment there.

RECOMMENDATION 9. CENTRALIZED ASSIGNMENT UNIT

The Bureau of Appointment, operating within the Personnel Division, serves as the centralized assignment unit envisaged in this recommendation. During the last three years, earnest efforts have been made to expedite the work of this Bureau. The Index for elementary teacher assignment, referred to above, is one of the products of these efforts. The personnel assigned has been growing steadily. For the coming school year, the tentative budget included eight additional positions, although at this moment it is not known whether they will be included in the final budget.

Plans are being made for a complete modernization of our methods of record-keeping in the Personnel Division. It is intended to mechanize operations as far as possible, using the most up-to-date equipment.

Much thought has also been given to the method of assigning substitutes. Under existing conditions, each new substitute is left pretty much to his own devices, and may choose his own school. Schools which present unusual problems are then at a disadvantage in the substitute teacher market. Each principal becomes, in effect, a hiring agent. This places an undue strain upon those principals who have extensive personnel needs and who are in many cases already facing severe problems in other areas.

Today, substitute teachers who receive a full-year assignment have almost all the advantages of regular appointment. They receive the same pay as regularly appointed teachers; they receive pension credit and social security benefits; they are eligible for the Health Insurance Plan; and they receive regular increments for each year of service, up to the sixth step. It seems hardly fair to permit such teachers to pick their schools at will, while regularly appointed teachers are assigned. Indeed, many young women state frankly that they are unwilling to take the regular examination, because, as regular teachers, they are subject to assignment. This kind of procedure is unfair both to other teachers and to pupils. The problem has been under close study for some time, and the central assignment of substitutes is being seriously considered.

Last fall, the Personnel Division experimented with the central assignment of substitute teachers in certain subject areas to junior high schools. The operation of the plan was only partially successful, for a variety of reasons. A further tryout, under more carefully controlled conditions, is planned for the fall of 1960.

RECOMMENDATION 10. APPOINTMENTS ON BASIS OF ABILITY

Appointments have always been made on the basis of ability alone, and on no other basis. The Recruitment Committee's brochure "A Career For You In New York City's Schools", contains the following statement: "Merit is the only basis for appointment or promotion. There is no discrimination relative to race, creed, color, or national origin." Tens of thousands of these brochures have been distributed throughout the country. Within our professional staff, the knowledge that promotion is based on merit alone is too well known to require comment.

In Chapter IV, Recommendation 2, there is a discussion of the real values of staff integration, as well as of integration of children. Teachers are appointed to schools from eligible lists solely on the basis of merit, as indicated by relative standing on these lists.

As indicated in Chapter IV, the school system is cognizant of the cultural handicaps of underprivileged children, and specific programs have been developed to raise their vocational aspirations. One of the results of the Guidance Demonstration Project was the stimulation of interest in civil service careers. The Higher Horizons Project, and programs in other schools, will no doubt lead to similar results.

RECOMMENDATION 11. RE-EXAMINATION BY EXPERTS OF THE PROCEDURES AND TECHNIQUES OF THE BOARD OF EXAMINERS

At the present time, there is no great lapse of time between examinations and appointments in those areas where there is a great need for teachers. The chart below, dealing with some examinations for regular licenses in fields which attract relatively large numbers of candidates, indicates this clearly.

Completion Time of Some Popular Examinations

	Date of Closing Applications	*No. of Applicants*	*No. Passing*	*Date of List*
Common Branches	10/5/59	2111	1371[6]	4/13/60
Jr. H.S. English	2/2/59	556	292	6/5/59
Jr. H.S. Soc. Studies	2/2/59	826	328	6/11/59

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[6] It is expected that approximately 100 additional candidates will be licensed before Sept. 1960.

These examinations include a written examination (short answer and essay), an oral interview, a physical examination, and an examination of record. In view of the extreme care taken to assure the utmost objectivity, accuracy and fairness, the speed of rating is indeed excellent.

One of the reasons for this fine record of accomplishment is the constant effort by the Board of Examiners to re-examine and re-evaluate its procedures and its techniques. In this endeavor it has received the guidance and cooperation of the professional staff. Some experts are already employed who carry on a program of evaluation. Much more could, of course, be done with a larger allotment of funds. The tentative budget included funds to set up a new research division within the Board of Examiners, but the item was not allowed in the final budget.

A good deal has also been done to expedite the conduct of the examinations, such as:

- separate questions for written English rating
- elimination of some teaching tests
- scheduling health examinations prior to completion of other tests
- elimination of training and experience rating
- scheduling of interview tests before completion of marking of written tests
- issuance of licenses "subject to" investigation of record
- installation of electronic machines to expedite clerical work
- priority for more important personnel needs
- inclusion of the speech examination as a part of the interview test.

RECOMMENDATIONS 12-13. CHOICE OF SUPERVISORS

Various directives, regulations and by-laws issued by the Board of Education and the Superintendent of Schools over a period of years deal with the maintenance of a positive attitude toward groups regardless of race, religion or national origin. It has been requested repeatedly that incidents arising from failure to abide by these regulations be reported to the appropriate officials.

Section 89 under Article X of the by-laws of the Board of Education discusses the functions and duties of principal, et al. in charge of schools. In this section, the principal is required to "report immediately to the assistant superintendent . . . or to the associate superintendent, a teacher or supervisor in his school who in his judgment has been . . . guilty of conduct unbecoming a teacher or conduct prejudicial to good order, efficiency, or discipline of the service. . . ."

Procedures are also provided in Article III, section 105, for preferring such charges against any staff member for "conduct unbecoming his position, or conduct prejudicial to the good order, efficiency or discipline of the service," for "incompetent and inefficient service," and for "any substantial cause that renders the member unfit properly to perform his obligations to the service."

A clear case of bias would fall under the category of conduct unbecoming a teacher. This is known and understood by school personnel and it is the responsibility of supervisors all along the line to enforce the regulations. Any suspicion of bias should be investigated fully, and the information secured used as a cardinal element in rating.

Of course, a proper attitude and the ability to maintain good relations with all groups should be pre-requisites for appointment or promotion. Whether it is a principal who is being chosen, or a substitute teacher, the candidate is expected to give evidence of his ability to deal fairly and without prejudice with other human beings. Assistant examiners are carefully instructed that evidence of bias or prejudice is of itself adequate grounds for failure. Candidates for supervisory positions are carefully examined with reference to their ability in human relations. In the current appraisal procedures for selecting assistant superintendents, every effort is being made to appraise the ability of the candidates to improve human and community relations programs.

It is necessary to recognize and to admit in this area certain limitations upon the power of the Superintendent of Schools. Policy statements may provide a basis for action, but they can not alone inculcate correct attitudes. The very proper safeguards of civil service examinations make it extremely difficult to eliminate the prejudiced, since we have never yet had a candidate who admitted to bias. Efforts have been made to secure objective tests in this field, but thus far we have been unable to obtain a satisfactory instrument.

In other chapters, and particularly in Chapter VI, there is much discussion of what has been done with respect to human relations. The establishment of the Bureau of Human Relations, for which provision has been made in the 1960-61 budget, will no doubt serve to intensify existing efforts and to create new approaches to the problem.

RECOMMENDATION 14. TEACHER TRAINING IN HUMAN RELATIONS

Teacher-training institutions in the city have had a continuing interest in inter-group relations for more than 20 years. They are alert to the problems in this field, and many courses deal, in varying degree, with this phase of teacher activity. Current findings and thinking in the field have become part of their curricular offerings. Other related courses include those on interracial adjustment, mental hygiene, intergroup relations, and education of selected groups. In field-work placement, students are given opportunities to work with different ethnic groups and in a variety of socio-economic levels. As indicated above, Recommendation 8, H3, most student teachers are assigned to schools which will afford contact with children of socio-economic backgrounds different from their own. The colleges understand that many of the new teachers will begin their careers in schools with large numbers of underprivileged children, and have accordingly introduced new courses and adapted existing courses to meet the needs of their students. In addition, the knowledge that many examination questions deal with methods of teaching children in low socio-economic areas has served further to influence the nature of teacher education. However, as a rule, the colleges are opposed to a separate course in human relations.

There will be a fuller explanation in Chapter VI, "Community Relations and Information", of what has been done on a school, district and divisional basis, and of the use of official publications to further sound programs of human relations. As recommended by the Sub-Commission, a large number of in-service courses in human relations and inter-cultural understanding have been established. Many of these have been given in cooperation with such organizations as the National Conference of Christians and Jews, the State Commission Against Discrimination, the United Nations, the N. Y. State Bar Association, and the Afro Arts Cultural Center. The embassies of numerous countries, newspapers, museums, and cultural organizations have often assisted.

This year, for example, in the specific areas recommended, 62 courses are being offered by the Bureau of In-Service Training, under the aegis of the Board of Education. They deal with such matters as: human and community relations; staff relations in schools; the Bill of Rights; education of Puerto-Rican children; Negro history and background; the United Nations; and, usually in cooperation with the official government agency involved, the culture and civilization of China, Japan, Israel, France, Latin America, Egypt, India and Pakistan. The in-service program, which was expanded following the appointment of a director last year, will be further strengthened with the assignment of an assistant director. An examination for this position has already been announced.

Of the 29 courses in human relations, 25 are currently being offered on a district level, one to a district. While each school was asked to arrange for at least one teacher to take the course, in fact the average was closer to two from each school. The value of a course in human relations for every teacher is recognized; however, it is extremely doubtful whether mandated courses will lead to better human relations. For this reason, we have been reluctant to require a course of this kind, as recommended by the Sub-Commission. In addition, the needs of teachers vary so widely that it would not seem to be wise to insist upon specific courses. Matters of this kind are generally best left to the judgment of individual principals, who are aware of the needs of their staffs and who now have the power to approve or disapprove courses.

RECOMMENDATION 15. PARENT ORGANIZATIONS

This question is dealt with at some length in Chapter VI, Community Relations and Information.

RECOMMENDATION 16. TEACHER RECRUITMENT

The Committee on Teacher Recruitment functioned actively from the spring of 1955 until June 1959. During the school year 1958-59, fundamental policy decisions with reference to teacher recruitment were the responsibility of the Board of Superintendents and the Board of Examiners, meeting jointly under the chairmanship of the Superintendent of Schools. These "Joint Boards" have continued meeting regularly, and have made numerous recommendations both directly and through sub-committees.

Since the work of the "Joint Boards" and the Committee on Teacher Recruitment seemed to coincide, it was decided to disband the latter group, effective September 1959. The Board of Superintendents has recommended that the position of Director of Recruitment be established within the Personnel Division to carry out policy decisions, but no final action has been taken as yet. In the meantime, a junior high school principal has been assigned to carry on the work.

One of the more successful ventures of the recruitment effort has been the formation of Future Teacher Clubs in our secondary schools. We now have 86 such clubs in junior and senior high schools, as compared to only 25 a year ago. Twenty-one of our 44 special service junior high schools have already established such clubs.

CHAPTER VI. IMPLEMENTATION OF RECOMMENDATIONS OF THE SUB-COMMISSION ON COMMUNITY-RELATIONS AND INFORMATION

RECOMMENDATION 1. CENTRALIZED COMMUNITY RELATIONS UNIT

A: MORE FORMAL ORGANIZATION OF STAFF AT HEADQUARTERS

1. *Existing Organization*—For many years, personnel assigned directly to community relations work have been placed under the joint supervision of the assistant superintendent in the district and the Bureau of Community Education. The field superintendent directs the day-by-day activities; the Bureau is responsible for in-service training, coordination of city-wide programs and policies, and over-all administrative planning. The assistant superintendents request the assignment of teachers, who must then be approved by the Division of Special Services. Since these community coordinators, as they are called, are selected by the field superintendents in the first instance, and are assigned to schools and districts under their supervision, there is naturally a close relationship between them.

Since 1956, changes have been made with reference to more formal organization. An extensive training program has been instituted (see below). Regular monthly meetings are held and opportunities provided for exchange of ideas. In contrast to the situation in 1956, when half the coordinators were in schools and half were in districts, today every district superintendent has at least one assigned community coordinator. There has also been a greater definition of duties and responsibilities.

An assistant director of the Bureau of Community Education carries out Bureau responsibilities with reference to the community coordinators. However, since he has numerous other responsibilities, it is patently impossible for him to give more than a part of his time and attention to the problems of the community coordinators. Similarly, there is no special clerical help, other than that normally assigned to the office of the assistant director.

2. *Recommendations*—At the present time, a survey is being conducted of the organization and functions of the Bureau of Community Education. Among the many aspects to be considered is that of community relations,

and it is to be expected that recommendations will be made in connection with the following matters:

a. *Separate bureau*—The Sub-Commission suggested that all the various activities of the Bureau of Community Education which deal primarily with community relations, rather than with specialized forms of education or recreation, ought to be concentrated within a single bureau or unit. Its jurisdiction should be well defined, and its organization such as to provide constructive leadership throughout the entire school system. The work of such a unit would be complex in nature and vital in importance, involving coordination of many headquarters' services, and working with community, parents, professional personnel, civic groups, and private agencies. The rank of the person who has responsibility for the unit should be high enough to permit him to make significant decisions and to carry them out. Additional clerical and professional help should be provided, as necessary.

The 1960-61 budget includes the sum of $50,000 for the creation of a Bureau of Human Relations, to coordinate and direct the human relations activities of the schools and districts. This represents a forward step in the direction suggested by the Sub-Commission.

b. *Supervisor of coordinators*—Full-time headquarters leadership, it has been stated, should be provided for the community coordinators, since the part-time supervision of an assistant director is not adequate for the job to be done. The head of the new Human Relations Bureau will be given this responsibility.

c. *Licensing of community coordinators*—It has been suggested that a license as community coordinator be established, with special course and experience requirement, and that an examination be held. This matter has been discussed at some length by the Board of Superintendents. It must be remembered that the position, which carries with it no salary differential over teaching, requires an intimate knowledge of particular schools and districts. Often the relationships formed with community and professional groups have extended back for many years, and represent an important asset. The person must possess the ability to handle community problems. His relationship with the district superintendent and with others is confidential.

In any event a careful process of selection does take place at the present time. However, the present method of selecting community coordinators and other alternative methods are still being considered by the Board of Superintendents.

3. *Number of community coordinators*—We have 31 community coordinators: one in each field superintendent's office (25); two in areas which have special problems; and four in All-Day Neigborhood Schools. This

represents only a slight increase in staff during the past three years. The budget for the school year 1960-61 represents no increase in the number.

4. *Training of community coordinators*—One of the factors tending to better organization of the work of the community coordinators has been the development of outlines of duties and responsibilities. These have been summarized as follows:

- promoting school integration programs and developing school-community activities for the improvement of intergroup relations
- helping in the discovery and development of lay leadership for participation in the programs of the school and community through the formation of neighborhood councils, school-community councils, and parent groups
- aiding the assistant superintendent in evaluating the effectiveness of his school-community relations program, helping in the training of personnel in the techniques of community relations, and assisting in the orientation of school staffs in intergroup relations
- providing the means whereby each member of the community may be given an opportunity to contribute to the school-community relations program
- providing materials and special services to schools, parents, and community organizations and promoting cultural, recreational and educational programs for youth and adults.

These schedules of duties have been discussed, evaluated, and revised periodically, and have served as constant reminders to the coordinators of their most important functions.

The monthly meetings have themselves been a kind of training course. A major portion of the time has been devoted to integration problems, to speakers on integration themes, to visits to other agencies, and to materials dealing with intercultural education. Many coordinators have voluntarily taken courses to improve their work. Two years ago almost all of them attended a four-day training institute on group dynamics, conducted by Leland Bradford, at the Hudson Guild Farm. Last year seven of them attended all sessions of a workshop at the School for Social Work on "Group Work Practice in Intergroup Relations." Almost all attended the six session course arranged by the Women's City Club of New York, and conducted under the chairmanship of one of the community coordinators, on "Living Together in A Changing New York," a study of integration in housing.

This school year coordinators have completed a three week training workshop, conducted by the City of New York Commission on Intergroup

Relations (COIR). The National Conference of Christians and Jews has granted to nine of them scholarships for study in Puerto Rico during the summer of 1960.

5. *Research in community relations*—One of the unmet basic needs in the field of community relations has been that for research. Competent, unbiased, and extensive research is needed to answer such questions as: How can ethnically homogeneous communities be prepared to accept other groups? How can parent interest in schools be stimulated? How can leadership potential be detected and activated among minority groups in the community? These and similar questions await further study. We want to find out how effective our procedures are in developing relationships, in lessening tension, and in decreasing prejudice. We need to know which procedures succeed, and which fail. In the tentative budget for 1960-61, positions were requested for a research technician and a research associate in the Bureau of Educational Research, to work on integration studies recommended by the Division of Community Education, and to answer some of the questions noted above. These positions have not as yet, however, been included in the final budget.

6. *Centralization vs. decentralization*—Regardless of the extent or structure of the formal organization at headquarters, we must not underestimate the importance, in the field of community relations, of what is done in classrooms, in schools, and in districts, by pupils, teachers, supervisors, parents, and community workers of every kind. Every school and every district have their own programs, which vary in accordance with local conditions and problems. We accept the thesis that the school must affect, as well as reflect, the neighborhood.

The fundamentals of good human relations are inherent in every activity, curricular and extra-curricular, in our school system. In social studies, for example, pupils are given the opportunity to familiarize themselves with all cultures and traditions, and with the achievements and character of men of all racial and religious backgrounds. They learn about the contributions to our civilization of other peoples, of other times, from other lands. They study the affirmations of human liberty in the Declaration of Independence, and the protection of individual rights in the Constitution. During lessons in current events, they become aware of the present state of our liberties—how far we have gone and how much further we have to go. We encourage the discussion of current issues, in keeping with the age and maturity of the children—segregation in education, discrimination in housing and employment, and myths concerning ethnic groups.

In all of our courses, and particularly in literature, music, art, history, and government, we emphasize the worth and dignity of every individual, regardless of background or station in life. We accent the common problems, aspirations, and ethics of all groups, and the virtues of tolerance and cooperation. While such ideals are kept constantly in the forefront, they are stressed at particular times, such as Brotherhood Week, Bill of Rights Week, and Pan-American Day. Our entire extra-curricular program, in which children of all ethnic groups mingle and participate, is a living demonstration of the application of these principles.

The new Bureau of Human Relations, authorized in the 1960-61 budget with an initial appropriation of $50,000, will lend support and guidance to the work of the individual schools, while outlining the broad policies and programs within which local units are to operate.

B: WORK OF COMMUNITY COORDINATORS

The community coordinators comprise a dedicated group of men and women. Their work touches upon every aspect of intergroup relations in the districts, and upon every aspect of human relations in the school. A good part of this chapter is really a description of what they have done, both directly or indirectly. It would be impossible to list all of the activities of all of the coordinators; but the following log of one of them, for one week, will give some indication of the scope and variety of their responsibilities.

> *12-1-58:* Participated in monthly staff conference conducted by Assistant Superintendent T.; arranged agenda and procedure of meeting with an Elder of 7th Day Adventist Church, Assistant Superintendent T., principals, and parent presidents, and the Assistant Superintendent of The Central Zoning Unit, to review neigborhood zoning and integration situation between P.S. 2, 42, 58, 70 Bronx; conferred with Guidance Coordinator re her presentation at District Parent Workshop on Guidance; prepared program sheet for session 11 of District Parent Workshop, and reviewed summary of Session 1 for distribution to all principals, parent presidents, Council officials and 100 members of Parent Workshop; submitted press release on district school-community relations program to New York Post, World-Telegram & Sun, and El Diario; began preparation of Community lesson plan for teachers in social studies and civic clubs; prepared slide talk for Junior High School 82 parents association meeting.
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> *12-2-58:* Helped parent officers of Public School 4 prepare Brotherhood meeting program; advised Council's Membership Committee as to school and publicity procedures; worked with committee to distribute membership letters to schools and community groups; prepared instructional material for In-Service Course for teachers at Taft High School; completed distribution of Council Reporters to advertisers, public offi-

cials, reviewed Council bills and receipts with Council secretary and treasurer; met with SAT's of P.S. 2, 42, and 58 to coordinate Puerto Rican activities in district; prepared publicity release re Parent Workshop program; arranged with Borough President's office for pictures and proclamation of January 6 as Mid-Bronx Community Council Day in the Bronx; assisted Attendance Supervisor with preparation of a January Institute; mapped agenda for next meeting of local Highbridge Area Committee.

12-3-58: Conferred with principals of Junior High Schools 55 and 22 re program for joint Brotherhood meeting at Junior High School 22; conferred with principal of P.S. 4 re responsibilities of his Parents Association editor; met with parent officers of P.S. 42, Bronx, re leadership and program problem; participated in Council's Community Action Committee meeting; prepared Human Relations material exhibit for District office; assisted teacher at 58, Bronx with her Civics Club program; planned training session for parents on use of film projector and mimeograph machine; served as instructor at Taft High School in In-Service Course on school-community relations and organizing a conference on "Working For An Integrated Community"; prepared agenda for combined meeting of school-community liaison teachers and Committee of Parents' Association presidents.

12-4-58: Reviewed outline for In-Service Course in School and Community Methods and Materials with my co-instructor, principal of 22, Bronx; met with Council Planning Committee to draft agendas for December 16 meetings of Finance, 10th Anniversary Dinner, and Executive committees; conferred with recreation supervisor re adult dancing class and Teen Council request for additional teen-age center; conferred with Bureau of Child Guidance supervisor re strengthening program of Parents' Association at 42, Bronx; prepared Adult Education resources leaflet; reviewed progress of integration program with principal of 70, Bronx; prepared community items for Assistant Superintendent's monthly conference notes; arranged for a conference with principal of P.S. 64 and parents re a religious issue; reviewed school's public relations program with principal of 88, Bronx; met with committee to prepare a human relations montage for presentation to former Assistant Superintendent; discussed student leadership activities with principal of 88, Bronx; discussed student leadership activities with principal of J.H.S. 117; met with resource directory group to prepare population statistics on changing community.

12-5-58: Met with SAT's to prepare report on participation of Puerto Rican parents in their local parents associations and in community committees; participated in meeting of Council's 10th Anniversary Committee; reviewed fire prevention policy with principal and custodian of 58, Bronx; prepared article on community relations for Metropolitan School Study Council's Exchange; assisted principal of 58, Bronx, with grade parent meetings to reorganize the parents' association and attract Puerto Rican Parents; conducted meeting of Council's Editorial Board to evaluate latest Council Reporter, and to plan for next Council Reporter on theme, "We Visit Our Schools", to include citizenship activities and progress in integration; reviewed Council's Blood Bank program with Red Cross officials.

C: DISTRICT PROGRAMS

It would be impossible to describe in detail all that is being done within the districts of the twenty-five field superintendents to further the recommendations of the Sub-Commission. Each superintendent has his own program, adapted to meet local conditions. For lack of space, therefore, we are summarizing below activities in two districts, as given by the coordinators in their reports.

1. *East Bronx—Districts 17 and 18*—This area has some 350,000 people, with 45,000 children in 32 schools, staffed by 1700 teachers. The two districts are quite dissimilar in many ways. Between 60% and 70% of the population of district 17 is Negro or Puerto Rican; in district 18, it is about 30%. The East Bronx Community Council was organized in 1953 at the request of community leaders, who recognized the need for joint efforts on the part of all people of good will to work out solutions to common problems. Although it was organized with the help of the Assistant Superintendent and his staff and of some community leaders, it has always been completely representative of the many facets of the community. Its membership includes both individuals and representatives of community organizations. Among the individuals are religious leaders, business men, bankers, educators, welfare workers and parents. More than forty different community groups are represented, directly or indirectly. Its membership rolls represent a voting power of more than 800, with an average attendance of 100 at monthly meetings. The greatest period of growth was during the school year 1958-59, when the membership more than doubled. The school-community coordinator serves as Executive Secretary. Within the last three years, a conscious and vigorous effort has been made to put into practice the recommendations of the Sub-Commission.

a. *Development of school-community activities for the improvement of intergroup relations*—There have been so many activities of this nature that only the highlights can be noted. Last year, as a result of a request for blood for a child at P.S. 47, a district Blood Bank was organized. Thus far there have been five drives, and four more are projected for the remainder of this school year. The primary purpose was, of course, helping the children. A by-product of perhaps even greater importance than the blood itself was the breaking down of misconceptions concerning race and blood. Men and women of all ethnic groups have contributed, and children of all kinds have been helped.

For the past three years, the East Bronx Community Council has served as the spearhead of a drive for additional mental health facilities in the area. In these efforts, it has cooperated with many groups, such as the Bronx County Society for Mental Health, the Joint Bronx Councils and the Jacobi Hospital. These endeavors were rewarded with the opening of a Mental Hygiene Clinic at Lincoln Hospital in July 1959, and with plans for enlarging the Morrisania Mental Hygiene Clinic.

Physical health, as well as mental health, has received its share of attention. The "Target TB" drive was a great success in the community. The widespread publicity included visits to homes by committees of parents, and the use of flyers, outdoor microphones, and motorcades. Results in terms of detection and follow-up were excellent. A similar campaign was waged for diabetes detection. Cooperation was also extended to city departments and to private groups in connection with collections for the Muscular Dystrophy Appeal, the March of Dimes, the Health Fund, and the Red Cross. The Clothing Drive, sponsored by the Parkchester Kiwanis, was a tremendous success. Over 3,000 separate items of apparel were collected, sorted, and distributed to needy children.

Every year, for the past three years, there has been some kind of drive to keep the city clean. In 1957-58, for example, both districts cooperated fully in the Department of Sanitation "Keep the City Clean" drive. Block-by-block surveys, made by volunteer parents, helped point the way to a cleaner community. Last June, a new pilot project was started with a huge parade, which included over 1,000 children and parents in the line of march.

Many new housing projects have been built in the area within the past few years. The East Bronx Community Council met with officials of the Housing Authority in order to help assure full integration in the renting of apartments. Religious leaders, builders, parents, and educators were included in the meetings. One of the more important research projects undertaken has been in the field of middle-income housing.

In these and other endeavors, there has been consultation and cooperation with a wide variety of organizations: NCCJ, COIR, SCAD, NAACP, City Planning Commission, Urban League, Bronx Boys Club, Longwood Prospect Council, Mid-Bronx Community Council, South Bronx Community Council, and many others. This contact has been particularly close with the Local School Boards, whose members are invited regularly to meetings of the Presidents' Panel and of the schools.

These activities receive considerable publicity in the local and in the city press. News releases are sent out regularly, with the assistance of the district office, and the press is invited to all major functions. Results have been good, to such an extent that there is contact with schools before "rumors" are put into type.

Each year, a special report is given to the community, in the form of a printed publication. This includes an evaluation of school-community practices and problems, with recommendations for the following year. Its wide distribution serves as a further means of promoting better intergroup relations.

b. *Discovery and development of lay leadership*—This has been, and continues to be, one of the more important functions of the East Bronx Community Council. Both school personnel and community leaders are alert to recognize signs of leadership, and to provide opportunities for its growth. The more usual progression is from leadership in school affairs to wider areas of community endeavor, but on many occasions people without children in school have been drawn into the orbit of activity. Human relations scholarships have been awarded to members by the National Conference of Christians and Jews, the New School, universities, and neighborhood associations. The Annual Spring Institutes, which are planned by committees of parents, tend also to bring leadership to the fore. To the extent necessary and desirable, new councils have been formed (e.g., the Classon Point Community Council) to provide an outlet for this leadership. At the same time, to help coordinate the activities of the many associations, the East Bronx Community Council helped to form the Association of Bronx Community Organizations.

c. *Promotion of school integration programs and elimination of overcrowding*—The various reports of the Commission on Integration have been discussed at many meetings so as to acquaint the community with both their spirit and their substance. Conferences have been held with the Urban League, The National Association for the Advancement of Colored People, the Commission on Intergroup Relations, and with officials of the Board of Education in order to secure information and to advance particular points of view. A number of community workshops have been held dealing with such topics as "SCAD Laws," The Sharkey-Brown-Isaacs Bill, and "Integration Possibilities in Our Community." In these workshops there is constant reference to the recommendations of the Commission on Integration.

Activities have been sponsored on a district basis to bring together all children regardless of background. Seven hundred children, accompanied by parents, teachers, doctors, and other community leaders, made a one-day tour of Washington. This worthwhile educational project was fully integrated, and resulted in many forms of educational benefits. The annual district track meet leads to respect for the achievement of all, while providing a realistic approach to the integration of children. One thousand children each year take part in the district "Harmonies," which are witnessed by 3500 adults. The district Science Fair each year points up the fine instructional program in all schools, while highlighting the contributions of all men to the advancement of science.

There is also in existence an excellent program of interschool visitation. Last year, for example, there were visits between P.S. 66 and P.S. 54, P.S. 47 and P.S. 93, Jr. H.S. 60 and Jr. H.S. 52. Such intervisitation, arranged with an eye to breaking down group barriers, and conducted with the sponsorship of parents, has helped to unify the entire area. One of the outcomes has been the organization of a district student council.

In these districts, almost every school is either new, or modernized, or is to be replaced soon, or is to secure an addition. Short sessions have been virtually eliminated. The East Bronx Community Council is alert to the need for improvement and extension of the existing plant. Since 1954, there have been six new buildings (Jr. H.S. 101, 120, 123, P.S. 138, 140, 146) ; two additions (P.S. 23, Morris H.S.) , and two modernizations (P.S. 47, 69) . One school is to be modernized (Jr. H.S. 60) , four are under construction (Jr. H.S. 136 for Jr. H.S. 40, P.S. 150 for P.S. 20, P.S. 152, and P.S. 100) , and three are in the planning stage (P.S. 133, 152, 153) .

Every effort has been made to anticipate the impact of new housing developments upon school facilities. New P.S. 138 was planned in anticipation of the opening of Castle Hill Houses in 1959, and detailed plans have been laid to absorb the estimated 2,000 children. Similar plans were made prior to the opening of Throggs Neck Houses in 1956 and of Soundview Houses in 1955. New P.S. 152, now under construction, is planned to absorb some of the children from a housing project now being built.

In all the zoning changes necessitated by new building, and by other factors, we have been aware both of the problems and the possibilities of integration. Invariably, the transfer of pupils from double-session schools to under-utilized schools has not only relieved pressure on the overcrowded school, but has also helped further integration. This process has not, however, been without its problems and its difficulties. The East Bronx Community Council has been involved in every one of the decisions, from the very beginning, and has helped to reconcile differing points of view. It has:

— oriented parents prior to transfers

— helped, with parents, to prepare children

— arranged for visits by parent committees to homes

— met with representatives of the Zoning Unit

— helped with bussing arrangements

— helped arrange for safety of children, in crossings of busy thoroughfares

— met with Local School Boards, NAACP, and complaining parents to help solve problems

— arranged for clean-up of vacant lots en route to schools.

The best proof of the results has been the smooth and easy transitions to new schools.

d. *Intensifying and enriching the activities of the parents associations*— During the past three or four years, there has been a considerable upsurge of interest in parents' associations on the part of the entire community. Every school has an active organization, and many have grade organizations and kindergarten mothers' clubs as well. Principals receive guidance from the district office as to what they should do to stimulate parent participation, and the proper role of a parents association in the management of a school. Liaison teachers have been selected who work closely with the parents.

The after-school low-cost dental and eye-care programs were carried through very successfully by many of the parent groups. They have sponsored a large number of youth groups, such as Boy Scout troops. Educational policies, particularly those in the process of change, have been discussed on a district and school basis. Principals have talked with the parents concerning policy, curriculum, and procedures, and given them a share in the business of education.

Once a month the Presidents' Panel, composed of officers of each parents association, meets as a continuing workshop with the assistant superintendent. Its officers themselves are typical of the integration process at work, representing many different backgrounds and ethnic groups. They have dealt with such topics as: integration reports; juvenile delinquency; welcoming our Puerto Rican neighbors; Higher Horizons; how to attract P.A. members; how to conduct meetings; etc. Speakers from many private and public agencies have been invited to address the group. This approach has been translated into improved programs on the school level. Another outcome has been intervisitation between schools and among clusters of parents associations for joint planning, combined meetings, and common programs.

e. *Training and orientation of school personnel*—A community minded teacher from each school meets six times a year with the superintendent and the community coordinator for orientation and discussion of school-community problems. These teachers serve as centers of community information and activity in their own schools. The coordinator has helped arrange many school conferences dealing with community problems, securing materials, inviting speakers, and acting as a resource person. With the district librarian, she has developed a fine library, which is used not only by schools, but also by community and parent organizations. A great deal of printed and mimeographed material dealing with inter-group and human relations has been given to teachers.

f. *Provision of special services, and promotion of cultural, recreational and educational programs for youths and adults*—Through contacts with camp agencies more than 150 children, of all ethnic groups, receive camp scholarships each summer. Indeed, last year, no child who registered was turned away because of inability to pay tuition. Almost 75% of all school buildings are used for vacation playgrounds, and almost 60% are used for afternoon or evening centers, or both. In some schools, in cooperation with parents, an after-school music program is conducted, where instruction in musical instruments is given at a nominal cost. Last year the E.B.C.C. helped establish two new courses at James Monroe Evening High School. One of them, in conversational Spanish, resulted from a business survey made among small shop keepers. Other evening activities for adults—citizenship classes, high schools, dancing, sewing, shops, etc.—are publicized, and their use encouraged.

2. *Chelsea—Clinton—Riverside—Districts 6 and 8*—This area has a half million people with 21,000 children in 22 elementary and junior high schools, staffed by almost 1,000 teachers. Approximately 55% of the children are Puerto Rican, and 15% are Negro. The districts extend from 59th Street to 110th Street, and from Central Park West to Riverside Drive. The rate of pupil turnover (sum of admissions and discharges per year, divided by register) is extremely high; in some schools, it is more than 100%. This rate is simply a reflection of the extreme mobility of the population. An area of this kind, with one ethnic group of newcomers rapidly displacing others, is always potentially explosive. The Riverside Neighborhood Association, Inc. (RNA) has been the spearhead of community effort to welcome the newcomers, and to maintain a truly integrated neighborhood.

a. *Development of school-community activities for the improvement of intergroup relations*—Every year since 1952, the RNA has held an annual conference dealing with some important community problem, and projected plans for the future. These have been held in cooperation with such groups as the League of West Side Organizations, the West Side News, and the local Chamber of Commerce. In this way, hundreds of citizens and top officials annually join together to reach areas of agreement and action with reference to community improvement. It is not unusual for more than 60 religious, civic and business organizations to be represented. The latest conference, "Roads to Integration for a School-Community Council", held in November 1959, was a direct result of the Sub-Commission's recommendation for a pilot project in school-community relations (see below, Recommendation 2, B1).

The two community coordinators in districts 6 and 8 have been extremely active in the RNA, as have been educators generally. There has been at all times extremely close liaison with the district office. The record of achievement in Chelsea—Clinton—Riverside is a testimonial to the close cooperation between the community and the schools.

Much attention has been devoted to the question of housing. When the Frederick Douglas Housing Project was opened for renting, the RNA played an important role in the attempt to create a more integrated population pattern. It also helped influence the selection of the area from W. 87th Street to W. 97th St., and from Central Park West to Amsterdam Avenue, as a neighborhood for urban renewal. Together with the Lincoln Square Watchdog Committee, it fought for fair relocation practices in that area. A House-A-Month program was initiated, whereby, in order to remedy housing violations, various city departments were informed of the most flagrant cases. The community coordinator also distributed to parent associations and to citizens groups the pledges printed by COIR, pledging the signer to invite minority group families into middle-income apartment buildings on the West Side.

A youth program was developed which brought together young people of different ethnic, social, and economic backgrounds. They planned huge square dances in Riverside Drive Park; they helped sponsor a Youth Ambassador Project (see below); they collaborated in a survey of recreational facilities, and they planned a Pride-in-Neighborhood campaign. In 1958, they arranged their own conference, "The Teenager Looks at His Community." Some of their recommendations which have borne fruit are:

- An interracial West Side Youth Chorus to meet twice a month with Phillip Taylor, a conductor of an interracial chorus in Mt. Vernon. This chorus is now meeting at Public School 163.
- A program involving an exchange of experiences and the sharing of good practices with other city communities. Youth from the upper West Side joined with youth from Harlem on Alma John's radio program on WWRL to discuss ways of building better intergroup relations.

— A job placement service to help teenagers in need of part-time, after school and summer time employment to find jobs in the community. A baby sitting service employing young people who are 14 and over is being organized in cooperation with parents and the Riverside Neighborhood Association.

— Trips to City Hall, Albany and Washington for firsthand experience with governmental agencies. The local chapter of B'nai Brith has donated $1200 to finance such trips.

Other efforts to improve intergroup relations have been too numerous even to note briefly. Many are similar to those described with reference to the East Bronx Community:

— school-community, youth-adult meetings, with exhibits of materials from SCAD, B'nai Brith, Urban League, COIR, office of Puerto Rico, Catholic Interracial Council, Protestant Council, NCCJ, and speakers from these organizations

— representatives of parochial schools represented at community-wide meetings

— development of athletic meets, "award nights", and community art exhibits

— scholarships for cultural enrichment of minority group children have been secured

— arrangements for pupil-parent meetings, with pupil-parent panels, dealing with problems important to adolescents

— meetings at City Hall, to highlight contributions of all people in the neighborhood

— work with NYU Human Relations Project in Chelsea, to set up special programs for pupil assemblies and parent meetings.

b. *Integration of Puerto Rican newcomers*—The Riverside Neighborhood Assembly was a prime mover in the establishment of the Puerto Rican Travelers' Aid Association, an organization created by the Migration Division of the Commonwealth Government Office. The initial funds were secured from the New York Foundation through the efforts of the RNA.

The Youth Ambassador program aims to provide a bridge of understanding between mainland and island Americans. Young adults in key community roles—teachers, social workers, teen-age leaders, etc.—are designated to live and study in Puerto Rico for six summer weeks. Such exchanges of culture have helped provide a beneficial community atmosphere for cooperation between new and old West Siders.

Parents have participated in a wide range of activities which served to promote this cooperation. Intercultural social gatherings have included parties, holiday celebrations, and Mothers' Club luncheons. Each year parties are organized to visit the exhibit of Puerto Rican Art at the Riverside Museum. A number of school associations organized visits to supermarkets, libraries, and hospitals, as part of a "know your community" campaign. Some Spanish-speaking parents attend informal classes in elementary schools, while others are enrolled in evening schools or at the Wagner Youth and Adult Center. Intervisitation days between Mothers' Clubs of different elementary schools have been arranged.

A new intercultural program involves the Columbia Grammar School. This private insitution is giving reading help to outstanding Spanish-speaking students, to raise their academic level. In return, these students are serving as tutors in Spanish. Both mainland and island parents are serving as chaperons for the group.

Special efforts were made to supply health information and services to non-English speaking parents. The Riverside Health Committee parent group enlisted the help of Spanish-speaking members to give health guidance to non-English-speaking parents. Films dealing with the narcotics danger, mental health and child care were discussed in Spanish and in English, as were problems of sanitation and personal hygiene. Such matters were also discussed by teachers in classes. Sources of medical help were publicized, and an intensive drive staged to have every child inoculated against polio. The RNA was active in the pilot project of the New York City Cancer Committee, an educational campaign directed towards cancer detection and prevention among non-English speaking women.

c. Intensifying and enriching activities of the parents associations— Typical examples of help given are listed below:

- Principals regularly attend parent meetings. They participate in program planning and help in securing films and speakers. Help is given also in preparation of flyers, newsletters and notices. Special meetings are held to explain school policies, curricula, promotional requirements, etc. The programs often include pupil performances and social events. Teachers and supervisors participate.

- Workshop groups are organized for parents, as are discussion groups dealing with personal problems.

- Parent participation is encouraged in organizing libraries, distribution of clothing, in helping on trips and excursions, in the lunchroom, in interpreting for non-English speaking parents, in conducting surveys for housing data, in servicing the audio-visual program, in cooperation with after-school centers in entertainment programs, etc.

- All notices to parents are in Spanish as well as in English. The SAT attends meetings.
- A co-president and other officers of Puerto Rican origin have helped to exercise leadership in some schools.
- Posters in Spanish and in English are placed in prominent places to stimulate parent interest in the PTA.
- Student Council members in some schools visit classes to encourage attendance at meetings by reminding children to ask parents to attend. School broadcasts include news for parents and announcements of special events.
- In some schools there is a PTA section in the school library containing books which parents may borrow.
- Principals talk to class mothers on values of the PTA and invite them to attend meetings.
- Meetings are scheduled for either afternoons or evenings, depending on the needs of the local situation. Very often a baby-sitting service is provided in school to encourage those with small children to attend.
- Special parent programs are scheduled for special days: Thanksgiving Day luncheons, Christmas parties, etc.
- Activities are stressed which involve working for pupil welfare: restoration of a play street; securing an auxiliary cafeteria; working for improvements in school plant. These have had a fine integrating effect.

d. *Discovery and development of lay leadership*—Many of the methods used are similar to those discussed above, with reference to the East Bronx Community. Added attention has been given to the problem of discovering leadership among those whose knowledge of English is relatively meager, since they are often reluctant to come to the fore. The assistance of the SAT's has been invaluable, since they interview all new parents, and as a result of their daily contacts are in the best position to assess potential leadership. Very often detection of student leaders provides clues to parent possibilities. Teachers and supervisors have been alerted to note potential among parents whom they interview, and to transmit this information to the community coordinators. The many cross-contacts with neighborhood groups has also helped a great deal, and recommendations have come from parish priests, hospital directors, housing project personnel, and social agencies. In many cases, people would have been only too eager to assume extra responsibilities except for technical difficulties; and then it became the job of the coordinators to teach such things as how to conduct a meeting, parliamentary procedures, and how to take minutes.

e. *Promotion of school integration and elimination of overcrowding*—Since 1954, six new buildings have been opened (P.S. 191, 87, 163, 111, Jr. H.S. 44, N. Y. School of Printing); one school has been renovated (P.S. 179), and five schools are in the planning stage, with funds voted (145, 84, 199, and 174). In anticipation of the opening of a large low-income housing project, and the simultaneous organization of a new school in the area, zoning plans were worked out with the help of principals, parents, the Local School Board, and the Central Zoning Unit.

Accelerated classes for intellectually gifted children were established in four schools in the area on a central basis. This permitted the organization of groups in schools which did not have a sufficient number of pupils on their own to form such classes. The location of two special progress classes was shifted in order to make it possible for more junior high schools to include such classes in their organization. Other zoning changes led to slightly better integration, but since most of the schools affected had high percentages of non-English speaking pupils, possibilities were severely limited.

f. *Provision for special services, and promotion of cultural, recreational and educational programs*—A very special project, with great possibilities for integration, is the Inter-Youth Council. This group is composed of teenage members from every community center in the area. Its regular monthly meetings bring together young people from many neighborhoods, to discuss common problems, and to work on joint projects. In so doing, they discover that they are really not so different from each other after all, and this feeling creates a community climate conducive to integration.

The district summer day camp program is one of the most extensive in the city. There are six such camps in operation, each with its own citizens' advisory committee. Sponsoring groups are the Chelsea Neighborhood Center, Inc., the Clinton-La Salle Community Center, and West Side Community Centers, Inc. Each of these operates under its own autonomous local leadership, and tries to cut across ethnic, socio-economic, and religious lines. Special efforts are made to recruit teachers of differing ethnic backgrounds. Attendance at a pre-season in-service training institute, where human relations and intercultural understanding are stressed, is required of all teachers. Fees are nominal, ranging from five dollars to twenty dollars per season and a large proportion of the children attend on full or partial scholarships. Every attempt is made to make the Day Camp membership reflect the ethnic composition of the total community.

g. *Chelsea closed-circuit TV*—School district 6 is participating with the Hudson Guild Neighborhood House in a closed-circuit TV project. The community, as represented by a neighboring low income housing project, the Hudson Guild Settlement House, the Lower West Side Health Center, and P.S. 33 are wired, by means of a master antenna, to receive programs originating in studios located in the school. The objectives are:

- to obtain a closer relationship between the school and the community, and to raise the cultural sights of the neighborhood
- to employ simplified language teaching to help speed integration of non-English speaking residents, both adults and children
- to open up opportunities for participation in neighborhood life
- to provide information and instruction to help social standards of nutrition and health.

Bi-weekly programs moderated by the principal give the community insight into activities of the school, and stimulate interest in the parents association. A special speech program is directed towards improving oral communication. Spectaculars celebrate special occasions. Visiting dignitaries, authors, musicians, and well-known personalities help educate the community. Vital programs dealing with health, budgeting, and educational and recreational facilities have proven valuable in orienting the newcomers to a different pattern of living. Within the school, the TV equipment has been used for teacher training and for large-group instruction of children.

h. *Bank Street College Pilot Project in School Integration*—This project undertook to show that in three elementary schools (P.S. 105, 163, 179) with mixed racial and ethnic student populations, the process of integration could be advanced by giving a more productive and satisfying learning experience to the children of all groups. It was hoped that a program which would raise the level of accomplishment of the academically retarded without reducing the level of others would help maintain the integrated character of the schools. The Bank Street College proposed to enhance the learning experience by providing supportive services and programs to schools, and by a program of parent education. For the first task, a team of four teacher-consultants was assigned to assist teachers, participate in grade and faculty conferences, and develop new curriculum approaches. The second task was assigned to a field coordinator. The services of the research staff of the College and of a sociologist have been made available in order to prepare a suitable plan of research. Actual work has been going on since September 1957.

No final evaluation has been made, nor can exact measurements be expected, in view of the diffuseness of the results and the number of uncontrolled forces at work. However, the enthusiastic endorsement of parents, teachers, and supervisors indicates that this project is moving in the right direction. Some of the accomplishments have been:

- A community Committee for the Integration Project has been formed, composed of staff members of agencies in the fields of education, social work, housing, intergroup relations, and religion. Four seminars have been planned for this group, devoted to the consideration of the integration process as it affects the West Side Community schools, and one of them has already been held.
- A Parent Planning Group, consisting of principals, teachers, parents and others has been established to plan for some of the wider needs of the community. An outgrowth of their work was a decision by Grosvenor House to relocate its Settlement House in this area.
- An analysis has been made of the report of the Commission on Integration.
- Teacher consultants have given individual help, by invitation of teachers, to more than half the staff of the schools.
- A kindergarten and first year orientation program was established, to permit teachers to interpret the program of the school to new parents.
- An in-service training course was offered in "Resources for Teaching the Language Arts."
- A Writers' Laboratory for Teachers was established to produce materials meaningful to children.
- Class projects have been initiated, to prepare "Welcome" booklets for newcomers.
- Experiences with expanding and rebuilding parents associations indicate that a significant potential exists among minority group parents for a constructive role in school life.
- Guide booklets were prepared, concerning available health, welfare, recreation, employment and education resources.
- Similar information was collected concerning museums, libraries, and other cultural resources.
- A five-panel visual display, dealing with the work of the project,

has been prepared and exhibited to a number of audiences. Talks have been given at a number of meetings of educators.

3. *Other district programs*—The discussion has been limited thus far to the districts of only two assistant superintendents. While these programs are outstanding, they are also typical. There is hardly a single activity mentioned above which has not been duplicated in other districts. At least half a dozen of them have become concerned with problems of middle-income housing. Every one of them, mindful of the statement of the Superintendent of Schools, "Parents Associations and the Schools," dated January 1959, has an extensive program for expanding and improving the work of the parents associations. Most of them have made determined efforts to place underprivileged children in summer day camps. The district programs are by no means perfect; but the field superintendents are aware of the many problems, and are doing their best to meet them.

4. *Interpreting the educational program to parents*—A major responsibility of each field superintendent is the explanation to the parents of what the schools are trying to do for their children. This process is of great importance at all times and for all parents, but it is often vital in dealing with parents whose children need special educational stimulation and help. In this chapter, and in other chapters, there are numerous references to activities of schools and districts which help to interpret the educational program to parents. These include meetings, workshops, festivals, publications, films, conferences, home visits, newer reporting methods, and a host of other activities. Each field superintendent has set up his own district program, which is further adapted by each principal to meet the needs of his particular school situation.

5. *Permissive zoning and community reaction*—The transfer of children from overcrowded schools to under-utilized schools is not new in our system. The basic concept is that each child is entitled to a full day of school, and children have often been moved with the consent of parents in order to achieve this objective. It is of course desirable to prepare the receiving community and the sending parents to welcome such changes. Dozens of such movements have occurred within the last nine years; of all these, only one provoked any considerable community opposition. The whole question of zoning will be discussed at length in Chapter VII; suffice it to say at this point that the record of peaceful change and of community acceptance represents no mean tribute to the efforts of schools and parents in the field of community relations. Many examples could be given in many areas: Yorkville, Canarsie, East New York, etc. For purposes of illustration, however, the record of one community coordinator in one district is included. He states:

"The basic thesis in the account that follows is that time, preparation, a sympathetic school administration, and good articulation are necessary factors in the movement of children of one ethnic group to areas where people are of another ethnic group.

"The Bedford-Stuyvesant area of our districts is predominantly Negro. In some sections, housing is acceptable and middle income families provide a good neighborhood. However, much of the housing is very poor and many of the families are considered in the low socio-economic group. There are large housing projects and tenements in the area, which make for a highly concentrated population.

"Schools have been overcrowded for the past 10 years, and the district superintendent has been hard pressed to effect any lasting relief. In the past four years, there have been 12 separate transfers of children from one school to another to help alleviate the condition.

"The first of these took place in September, 1957, and involved the transfer of children from P.S. 70 to P.S. 106. The coordinator had approximately six months to help develop a program of articulation between the two schools. The principals of the schools met on many occasions and worked on administrative details. They visited one another's schools and talked at assembly programs. The principal of P.S. 70 handled all consent forms. The PTA presidents and executive officers met and arranged for intervisitations of parents. Teas and social events were arranged between schools. Children from P.S. 70 visited P.S. 106. In this way parents from both schools understood the situation. P.S. 106 parents had time to see the crowded conditions of P.S. 70, and to know and communicate with the parents of Bedford. With this background, when the transfers were effected, there was smooth operation. An attitude of security seemed to permeate the parents of the transferred children, who seemed well satisfied with the movement. Only two children have been returned to P.S. 70, out of four classes transferred, in nearly three years."

In connection with changes which took place in September 1959, the coordinator summarized his work as follows:

14 meetings with PTA's of sending and receiving schools
3 meetings with the local press
6 meetings with the Assistant Superintendent
6 surveys of schools with parents
8 surveys of schools for under-utilization with the Assistant Superintendent
5 surveys of area under-utilized schools with Central Zoning Unit personnel.

5 conferences with other Assistant Superintendents
4 meetings with Central Zoning Unit Superintendent and my own Assistant Superintendent
2 meetings with principals concerned and Central Zoning Unit Superintendent
12 meetings with principals of sending and receiving schools
7 parent meetings to explain bussing procedures and general questions concerning the movement
3 meetings with principals to prepare consent letters for bussing
5 meetings with Associate Superintendent, Zoning Superintendent and principals concerned
12 committee and agency meetings. (NAACP, Urban League, etc.)

6. *Human relations programs in schools and districts*—The curriculum itself serves as the core of the human relations program in each school. In social studies, the pupils learn about the contributions of many ethnic groups to the fabric of our American culture. In health education, they learn the values of teamwork and the importance of fair play. Similarly, good human relations are taught in connection wih every curriculum area in all schools.

In addition, each school and each district try to extend the human relations program beyond the curricular offerings.

More than 7000 pupils in 300 elementary and junior high schools are participating in the Civic Club program, designed to give young people an opportunity to engage in worthwhile community projects. Members help plan and carry out a wide variety of activities. They help fight juvenile delinquency; they carry on "Better Neighborhood" campaigns; they persuade adults to attend Citizenship classes; they assist in hospitals; they entertain in homes for the aged, and take part in many similar undertakings.

The work of the Civic Clubs is only a part of the total picture. Vandals break into a synagogue and damage it; Student Council members help repair the damage, and then form a Teen-Age Interfaith Council to prevent such incidents. A girl student needs a rare type of blood after a delicate heart operation; the school General Organization enlists the help of pupils, teachers, and parents, and supplies the necessary quantity. Four families, with fourteen children, are burned out; faculty and students work together for immediate relief. Every year such programs in schools are recognized through citations awarded by the Metropolitan Council of B'nai Brith. The schools are chosen on the basis of outstanding contributions in the fields of human and intercultural relations and interracial understanding.

One of the more important developments in the growth of good human relations has been the increase in intervisitation among different schools. The Board of Education pamphlet "Community in Action" tells about a social integration project in the Harlem-Washington Heights-Inwood area which had its inception with a planned intervisitation program. This led to contacts not only among children, but also among adults of every ethnic background. Art exhibits, yearly Brotherhood Week pageants, district Hospitality Committees, the Committee of Parents Association Presidents, the Committee on Youth, a Guidance Workshop, a Problems Clinic, a Public Relations Committee, a newspaper—all resulted from this small beginning. The community put into a 32-minute color sound film "Let Us Break Bread Together" the story of its philosophy and progress. Taken in schools, neighborhood and homes, this film tells how the Intervisitation Project helped change a community's attitudes and ideas. As a culmination, and to evaluate the program, 125 leaders, a cross section of the economic, racial, social, and religious life of the community, came together at the Hudson Guild Farm for the weekend of May 31-June 2, 1957.

Since then almost every district has encouraged such intervisitation. The children of P.S. 108 Manhattan (95% Puerto Rican) and of the Lincoln School share projects programs, and exhibits P.S. 196, Forest Hills, and P.S. 44, Bedford-Stuyvesant, exchange assembly programs and Christmas greetings. In districts 12, 13, 14, there are integrated study groups in social studies, involving children in different schools. Many other examples, too numerous to note here, are indicative of how much this program has expanded in the past few years.

D: TEACHER EDUCATION AND TRAINING IN HUMAN RELATIONS

A sound program of human relations must necessarily begin with the proper training of teachers. This in-service training takes place on local, district, divisional, and city-wide levels. In the schools, individual principals carry on their own programs under the guidance of the assistant superintendent. Very often, these include workshops and training sessions of four to eight weeks.

Community coordinators often give district courses in various aspects of school-community relations. Workshops are held frequently, and special sessions are included for new teachers.

At the present time, in the districts of each of the 25 field superintendents, community coordinators are giving courses entitled "Human Relations: Principles and Practices." The purpose of these courses is to review the principles of good human relations, while showing how good interpersonal and intergroup relations can be developed in classes, schools, and communities. Research findings, current literature, and curriculum and guidance materials are utilized, with special emphasis on the role of mass media of communication—radio, TV, newspapers, movies and recordings.

Approximately 1,000 selected teachers are enrolled, with one or two from each school in the city. They discuss in their schools, at staff conferences and other meetings, the learnings they have acquired.

On a city-wide basis, through cooperation with the National Conference of Christians and Jews, more than 100 teachers each year receive from two to six weeks summer training in human relations at colleges and universities. These workshops deal with specific human relations problems which teachers encounter in the classroom. During the regular school year the NCCJ sponsors in-service training courses in human relations for teachers in all of the boroughs. Last year 15-session workshops were held for 350 teachers.

The Junior High School Division is sponsoring a series of four all-day conferences for 500 teachers and supervisors, dealing with Africa, the Middle East, the Far East, and Latin America. Guest speakers such as Mrs. Eleanor Roosevelt have been secured to address the group, and the host schools plan exhibits and demonstrations centered around the main theme. A permanent exhibit of instructional materials in geography has been opened at Jr. H.S. 167 Manhattan. It is hoped that this kind of in-service training will lead to greater emphasis in the schools on improved understanding of other peoples.

Publications such as "Strengthening Democracy" and "Curriculum and Materials", received by every teacher, have stressed human relations themes. The former emphasizes articles dealing with democracy, brotherhood and mutual understanding. For example, between September 1956 and June 1958, there were ten issues of "Strengthening Democracy". Six of these contained articles dealing with the subject of integration, with a total of nine articles about this subject.

The Superintendent of Schools, through the usual channels of communication, has disseminated information about the principles and objectives of school integration, and suggested the steps to be taken to accomplish these objectives. Copies of the various reports dealing with integration have been sent to the schools, together with reminders of the need to acquaint the professional staff, parents, and the general public of their contents. Reports were requested of schools and districts as to steps taken to publicize and carry out the recommendations of the Commission on Integration.

E: REFERENCE LIBRARY IN COMMUNITY AND HUMAN RELATIONS

Every school year since 1956-57, the budget has included a sum for the purchase of books on intercultural and human relations. The present allotment is $1350. A booklist of 123 titles to serve as a suggested base for ordering was prepared in 1959 by a committee of coordinators working closely with COIR representatives. This list is currently being revised.

Reference libraries are located in all districts, and each coordinator is given a yearly allowance for new purchases. While the basic list is used, additional choices may be made to meet special needs of the community. In addition to purchased books and pamphlets, there is a wealth of free material accumulated over the years, from various groups—SCAD, COIR, NCCJ, the Urban League, the Puerto Rican Study, etc. This material is used extensively by school personnel and community workers. Bibliographies are prepared and distributed to schools and organizations through the office of the field superintendent.

F: THE SCHOOL VOLUNTEER PROGRAM OF THE PUBLIC EDUCATION ASSOCIATION

An excellent example of cooperation between the schools and civic organizations is the school volunteer program sponsored by the PEA. It started in February 1956 at P.S.191 Manhattan with twenty volunteers, each serving a minimum of three hours a week. Last year 180 volunteers served in eight schools in Manhattan, all but two classified as special service. Eighty-seven of them worked regularly with classroom teachers performing such services as duplicating teaching materials, making posters, preparing inventories, distributing materials, reading stories, correcting workbooks, making puppets, projecting films, collecting money, translating, typing and performing a multitude of clerical tasks.

Thirty-three volunteers served more than 1000 hours in school libraries. At P.S. 109 a circulating library of about 350 books (many contributed by volunteers) was organized and made available to fifth grade children. At P.S. 7 volunteers unpacked, processed and placed 665 books on the shelves, making it possible to open the library for class use nine weeks after the opening of this new school.

Many volunteers helped individuals or groups of children in reading practice. The largest Reading Help program was organized at P.S. 158 where 28 volunteers, following training given by the administrator of Special Reading Services, and with help from the district reading consultant, worked a total of 3,616 hours helping 59 children twice a week from November to May. The large majority of children made creditable improvement in reading and related areas.

Assistance in cultural activities is an important aspect of School Volunteer service. Sixty musicians, artists, dancers, actors, scientists, linguists and writers worked in classrooms with groups of talented children in programs of curriculum enrichment.

School Volunteers contributed more than 14,000 hours of help during the 1958-59 school year to the teachers and children of the New York City schools. This year the number of volunteers has increased, and the program has been extended to two Higher Horizons schools, P.S. 133 and P.S. 57, where parents are working with third grade children.

G: THE YORKVILLE YOUTH COUNCIL

Another fine example of school-community cooperation is the play center program sponsored jointly by the Board of Education and the Yorkville Youth Council, Inc. Three such centers are now maintained in Manhattan schools, at P.S. 151, P.S.183, and P.S. 86. The Bureau of Community Education assigns three teachers to each school from 3:00 P.M. to 5:00 P.M.; the Yorkville Youth Council adds a large number of professional workers, both paid and voluntary, including specialists of various kinds.

Almost 1300 public and parochial school children from grades 2 through 6 are enrolled in this highly organized program. Since there are many more applicants than places, children are accepted on the basis of need, with priority given to those with working mothers. Attendance is taken, parents are notified of absences, and children follow an individual weekly program of activities. These include active games, recreational reading, science clubs, painting, dramatics, arts and crafts, music, and quiet play. There is also a limited program for kindergarten and first year children, and summer programs are sponsored in the same schools during July and August.

A current pilot project involves 29 students of Jr. H.S. 60, Manhattan and the after-school center of P.S. 34 Manhattan, which is a feeding school of Jr. H.S. 60. These young adolescents assist at the center for one or more afternoons each week, under the supervision of the regular after-school staff. Three teachers of Jr. H.S. 60, serving on a voluntary basis, select the pupils and visit P.S. 34 each week to supply guidance and advice.

A total of 251 volunteer workers assist in the play center program: 20 adults, 20 college students, 163 teenagers from senior high schools, and 48 from junior high schools, with the students coming from 15 private schools and 5 public schools. They work in teams under the supervision of paid workers, so that the younger and more inexperienced may learn from others.

H: SPECIAL PROGRAMS OF THE DIVISION OF COMMUNITY EDUCATION

1. *Recreation and Community Centers*—Since 1956, the number has increased from 374 to 432. The total cost is $1,662,119. Most special service

junior high schools have such evening centers, except the seven where unusual problems exist; e.g., poor physical facilities, frequent failures in operation or better plant nearby. In many centers, there has been an increasing emphasis on the development of special interest groups, as opposed to concentration on athletics and mass activities. An attempt is being made to revise licensing of the part-time staff so as to attract teachers with a variety of skills. There are now 25 summer community centers; 56 centers operate on Saturday evenings; and 16 operate on Sunday evening. For the school year 1960-61, it is planned to have 11 new evening centers.

2. *Youth and Adult Centers*—There are seven such centers, costing $356,319 to operate during 1959-60. The newest of them, Wagner, is open to its city-wide membership every day of the year except Christmas and Easter. They offer a wide range of creative, cultural and informal educational courses. They also offer classes in English for the foreign born, and encourage these students to participate in other phases of the program. Most of them have representative advisory boards, which are concerned with raising the aspirational levels of all groups. All of them have full-time directors, who, among other responsibilities, work for community integration.

3. *Vacation Playgrounds*—Since 1956, the number has increased from 443 to 468. The total cost for the school year 1959-60 was $1,184,274. Almost all special service schools, with few exceptions because of unusual circumstances, maintain vacation playgrounds.

4. *After-school centers*—Since 1956, the number has increased from 335 to 415, with 430 included in the 1960-61 budget at a total cost of more than $2,000,000. The majority of special service schools are included in the program. The 1960-61 budget also includes funds to continue the use of 26 athletic fields during the months of April, May and June, and the operation of 27 centers on Saturday and Sunday afternoons over the entire school year.

5. *Athletic fields*—For the school year 1960-61, 31 vacation playground athletic fields will be in operation. Provision is also made for the use of swimming pools during the summer period.

6. *All-day care summer play schools*—During 1959-60, the Board of Education, in cooperation with the Play Schools Association, provided staff to operate 35 such play-schools in under-privileged areas. This represented an increase of 10 over 1956. The budget for 1960-61 includes 15 additional teachers, with the budget increasing from $68,842 to $77,346.

7. *Miscellaneous services*—For the year 1960-61, the Board of Education will continue to maintain its 185 day classes to provide adults with instruction in English and Citizenship. Classes are held in 82 school buildings,

settlement houses, and homes and hospitals for the aged, generally in underprivileged areas. In these areas, 57 evening elementary schools are also maintained, offering courses in: English; preparation for high school equivalency tests; sewing and dressmaking; citizenship preparation; etc.

RECOMMENDATION 2. ORGANIZATION AND ENCOURAGEMENT OF NEIGHBORHOOD COUNCILS

A: NATURE AND EXTENT OF COUNCILS

Every district in New York City has some kind of community organization in which school personnel play an important role. These organizations include more than 90 school, community, and neighborhood associations. In these organizations, the school-community coordinators hold a variety of positions ranging from executive board member to executive director.

Ten of the organizations were formed during the school year 1958-59, generally with the help of the district office. Twenty-nine have publications. The activities described earlier in this chapter are typical but by no means all-inclusive. There will naturally be a great deal of variety, depending upon specific needs. For example, in one district in which the ethnic composition is beginning to change, a great deal of attention is being given to preparing the older inhabitants to accept the newcomers. In another district, the elimination of double sessions receives priority. In our great city the problems are too varied, and the situations too different, to permit of any standardized solution. Throughout the city, however, the problems are being recognized and met.

B: PILOT PROJECTS

The original recommendation of the Sub-Commission was that two pilot projects be initiated by the Commission on Intergroup Relations. This has been modified, by joint agreement between COIR and the Board of Education, so that it is now the intention to have COIR assist in the guidance of already established community councils. The two councils have been chosen, and work has actually been started in one of them.

1. *Riverside Neighborhood Assembly, Inc.* (*RNA*)—The excellent program of community relations existing in the Chelsea-Clinton-Riverside area has already been described. Much of its success was due to the fine quality of leadership supplied by this group. The purposes of this pilot project are as follows:

- to help stimulate a favorable climate toward integrated neighborhoods and integrated schools
- to assist local organizations, institutions, agencies, and local leadership in working for this objective
- to develop procedures through which local leaders, groups, and organizations can attain this objective, and which can later be applied to other areas.

Several meetings were held early in 1959, involving COIR, RNA, and the Board of Education, to set up specific objectives and a "modus operandi." Subsequently, conferences were held with community representatives, in order to involve as much of the community as practicable in fact-finding and program planning, and to encourage the initiation of helpful projects. A follow-up conference under the aegis of RNA, entitled "Roads to Integration For a School-Community Council" was held during the week-end of November 13, 14, 15, 1959, to discuss and evaluate further efforts to achieve integrated schools and integrated neighborhoods. This meeting was attended by both lay and professional personnel, who numbered almost 100. Future plans included the following:

- establishment of three small community councils along natural neighborhood lines, as part of the RNA
- strengthening understanding and communication among RNA, parent associations, school people, and resource personnel
- participation in the Urban Renewal programs with the objective of securing integrated housing
- planning for an RNA house in the 87th-97th Street area under the Mitchell-Lama Act for low and middle income housing
- implementation of plans for a College and Career Clinic, to secure financial and other aid for students who miss college because of poverty and related factors
- establishment of an Advisory Committee for the Puerto Rican Travelers Aid Association
- planning a Youth Day as a cooperative project among B'nai Brith, the Y.M.C.A., and the Holy Name Church
- extension of the Youth Ambassador program and choice of a young teacher, or young community leader, as the 1960 Youth Ambassador to Puerto Rico.

One of the major recommendations was that the Board of Education set up a city-wide clearing house to serve the school-community councils of the city. Each of the councils could select delegates to a central body which would coordinate individual efforts to develop better intergroup understanding. This city-wide organization would study techniques used successfully in various areas of the city, and share them with member groups.

2. *Crown Heights*—This is the second area chosen as a pilot study. Preliminary arrangements have been made, and actual work will start as soon as COIR assigns personnel to the project. Crown Heights was favored as a good choice for the following reasons:

- intergroup agencies are interested: National Conference of Christians and Jews, American Jewish Congress, Urban League, Brooklyn Catholic Interracial Congress, National Association for the Advancement of Colored People, Brooklyn Jewish Community Council
- community leadership is interested in maintaining an integrated area
- there is little or no panic selling of real estate
- there is active and interested PTA leadership and good leadership resources
- cultural and recreational facilities are good: Children's Museum, Brooklyn Museum, Botanical Gardens, Zoological Park, Public Library, etc.
- religious institutions, community groups, caterers, other groups are interested in maintaining the neighborhood
- standards of the neighborhood are good to fair with respect to public service, sanitation, sense of community responsibility
- Crown Heights is well located from the point of view of travel to and from central Brooklyn and Manhattan
- it will provide experience with integration issues in a middle-income community.

RECOMMENDATION 3. PUBLIC INFORMATION UNIT

A: EDUCATION INFORMATION SERVICES AND PUBLIC RELATIONS

The Sub-Commission placed great emphasis on the need for a coordinated school public relations program. Since the date of its report, much progress has been made in coordinating all facets of public relations and public information. A new Office of Education Information Services and Public Relations has been organized, under the direction of a person experienced in educational public relations. Its program is being geared to making the school system as "public" as possible and its activities are aimed at securing that kind of public goodwill and understanding which will result in a better education for all children. The professional staff consists of six:

- an assistant administrative director, who assists in production of the weekly radio program, directs reporting of untoward incidents, prepares statements for school officials, formulates plans for improving internal relations in our school system, and generally assists the director
- an assistant administrative director, who edits public relations publications, the Superintendent's annual report, and other purely informative printed materials
- a news bureau head, who coordinates the preparation and distribution of news releases, and is in general charge of special occasions
- an editorial researcher, who edits the daily Education News Digest, School Relations Notes (designed to provide administrators and Local School Board members with in-service training in public relations), and acts as librarian
- a public relations assistant, who prepares features stories which deal primarily with the educational process
- an editorial assistant, who prepares replies to city, state and federal agencies, and to private individuals and groups, and performs other miscellaneous assigned duties.

The clerical staff consists of an administrative assistant, two stenographers, and a clerk. In addition, mimeographing facilities are readily available so that releases can be produced in short order.

The professional personnel of the office, recognizing the need for keeping its finger on the public pulse, has visited schools, attended parent meetings, participated in district conferences of assistant superintendents, and sat in on a number of Local School Board meetings. Such visits have helped them acquire ideas for improving school-community relations, and at the same time learn what was already being done.

The director of the office attends all of the executive sessions of the Board of Education and all meetings of the Board of Superintendents, and is in close daily contact with the Superintendent of Schools. In this way, he has been able to offer public relations counsel at the very inception of policy and procedures. A thorough analysis is being made of the public relations needs of the school system, and full reports will be made to the various officials concerned.

The program of information about the city's schools has been greatly expanded, not only in terms of volume, but also in terms of variety of media. The weekly radio program has been mentioned above, and TV coverage has been expanding steadily. Individual releases, moreover, go to a much larger number of persons and organizations. They now reach 1000 persons, including members of the Board of Education, the Board of Superintendents and the Board of Examiners, assistant superintendents, directors, Local School Board members, State and City officials, civic and community organizations interested in education, teacher organizations, parent federations, newspapers, magazines, and interested individuals. An excellent example of the results of this extensive mailing is the nation-wide, even international, interest in our Higher Horizons program.

One of the basic principles of the office is that the school system has the duty to inform the citizens about policies and procedures as quickly, completely, and frankly as possible.

The budget for 1960-61 includes provision for additional clerical assistance.

Among plans for the future are:

- an improved internal communication program
- publication of a newsletter to go to all Board of Education employees, parents associations, and to others interested in education
- formation of a Citizens' Advisory Committee on School Public Relations
- an improved in-service training program in public relations for school personnel
- an organized and expanded Speakers Bureau.

Plans also call for the development of a decentralized public relations operation. An organized and systematic public relations program at the local level of the office of the assistant superintendent, and in each of the schools, will eventually prove to be the heart of successful public relations.

B: SPEAKERS BUREAU

A speakers' service has been maintained for many years by the Bureau of Community Education. Since no appropriations have been made for this purpose, we have, for many years, transferred funds from the East

New York Youth and Adult Center to pay speakers. From September 1958 to June 1959, 135 talks were given, at $11 per session, to a total amount of $1485. Such paid talks represent only a tiny percentage of the total of talks. Many have been given free by teachers, coordinators, supervisors and others in the school system.

A Speakers Bureau can become one of the most effective media for better communication between the schools and the public. The Office of Education Information Services and Public Relations has taken the first steps in the organization of a formal Speakers Bureau on a voluntary basis.

CHAPTER VII. IMPLEMENTATION OF RECOMMENDATIONS OF THE SUB-COMMISSION ON ZONING

A: INTRODUCTION: WHAT IS PRESENT POLICY?

Of all the recommendations of the Commission on Integration, there are none which have been more widely misunderstood, or more subject to controversy, than those dealing with zoning. It would seem wise, therefore, to review the existing policies of the Board of Education, so that the responsibilities of the Superintendent of Schools with regard to these matters may be apparent. In this discussion, reference will be made to three basic documents: The report of the Sub-Commission on Zoning; The Final Report of the Commission on Integration; and the Supplement. The Final Report interpreted and amended some of the statements and recommendations of the Sub-Commission Report, and where there are differences between the two, it is the Final Report which represents accepted policy. The Supplement contains a list of questions and answers clarifying the reports of the Sub-Commission on Teachers Assignments and Personnel, and of the Sub-Commission on Zoning. The Final Report states, "Within the last few days, the Executive Committee of the Commission on Integration filed with the Board of Education a Supplement to these reports which the Board of Education has been informed should be regarded as an essential part of the two reports. The Board of Education is grateful to the Executive Committee for the preparation and submission of this supplementary material which clarifies many points that had disturbed individual members of the Board of Education."

1. *Elimination of homogeneous schools*—All three documents agree that it is not possible to eliminate completely the ethnically homogeneous school, and that efforts in this direction must of necessity be limited by factors beyond the control of school authorities. The Sub-Commission Report wished "to accomplish integration to the extent possible" and recommended measures "designed to help the Board of Education mitigate the effects of the segregated residence pattern, a condition which affects the public schools but with which the Board cannot deal directly." The Final Report stated, "Given the present residential patterns, no very marked changes in the populations of most segregated schools can be expected in the near future." The Supplement – to the question whether all schools in New York City will become integrated – answered, "Though this would be desirable, our segregated housing patterns make this impossible. Most elementary schools in racially homogeneous areas would probably have to

remain virtually unchanged for the time being. The Commission on Integration has stated that only limited success is possible until the discriminatory residential patterns now in existence come to an end."

2. *The neighborhood school*—The Sub-Commission Report recognized that "New York City's public elementary and junior high schools are neighborhood schools and the school populations, therefore, reflect the ethnic composition of the school district." Quoting previous statements of the Board of Education, it went on to recommend that, "In light of this, it is clearly necessary to re-evaluate the neighborhood-school concept...." The Final Report, however, reaffirmed the neighborhood-school concept, stating "The new zoning policy would be particularly effective in fringe areas, but would not alter the principle of the neighborhood school." The Supplement posed the question, "Does this do away with the principle of the neighborhood school" and answered, "Certainly not."[1]

3. *Zoning principles*—The Sub-Commission Report recommended "that the Board of Education establish the objective of racial integration as a cardinal principle in zoning." The Final Report included integration as *one* of the cardinal principles of zoning, saying, "the Sub-Commission recommends that the Board of Education, in addition to the traditional objectives of zoning, establish as a cardinal principle the objective of integration."

4. *Zoning lines*—The Sub-Commission Report "found the need for a clear, positive zoning policy to promote racially balanced schools." The Final Report spoke of zoning as "one method of achieving a substantial amount of mixing in some now segregated schools," but stated that the Executive Committee of the Commission on Integration had "pointed out lines are constantly being redrawn as new housing and population changes occur; that the rezoning proposed by the Sub-Commission required merely that whenever possible, the zoning lines be drawn in such a way as to encourage integrated instead of segregated schools." The Supplement repeated this statement, in almost the very same words.

5. *Permissive zoning*—The Sub-Commission Report requested that the comprehensive zoning plan describe procedures which could be used "in reaching objectives such as . . . permissive zoning to promote integration only." The Final Report simply summarized the recommendations of the Sub-Commission. The Supplement, however, severely limited the application of permissive zoning. In answer to the question, "What is permissive zoning?" it explained, "This would enable a child attending a non-integrated school in his neighborhood to transfer to an integrated school elsewhere if his parent so requests and school conditions permit." The phrase,

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[1] This principle is, as indicated below, modified in such ways as zoning to promote integration, placement of special classes, permissive zoning for proper school utilization, and the like.

"if school conditions permit," is an obvious reference, not only to the availability of space, but also to the previous statements made concerning the neighborhood school concept.

6. *"Time-table" for integration*—The Sub-Commission Report requested "a time-table for the accomplishment of integration in the schools." The Final Report, while it stated the request of the Sub-Commission, indicated clearly that this request was not possible of achievement under existing conditions. The explicit explanatory material in the Supplement, quoted above, rules out completely any possibility of a time-table.

In short, present policy accepts the idea of the integrated school as a worthwhile educational experience for all children. Zone lines are so drawn as to give to all children so far as possible the real benefits of integration, and the principle of the integrated school is accepted as one of the cardinal principles in zoning. Whenever feasible, placement of special classes, and movements of children from crowded schools to under-utilized schools, are so managed as to encourage integration. All school personnel in a position to help with decisions concerning zoning are alerted as to the values and possibilities of integration. New buildings are placed, so far as possible, to promote ethnic heterogeneity. However, the neighborhood school concept continues to be the basis for pupil placement on the elementary level and, to a lesser degree, on the junior high school level, so that within the near future neither complete integration nor a time-table for integration is a likely possibility.

B: POPULATION TRENDS AND SCHOOL ZONING

Since 1950, there have been three great migration movements into New York City—of alien immigrants, of Puerto Ricans, and of Negroes from the South. Between 1950 and 1958, these three movements accounted for 835,000 in-migrants. During this same period, 1,285,000 people left New York City. Almost 60% of the newcomers were Negro or Puerto Ricans; the majority of those leaving were white. The result of these movements is indicated below:

Estimated Population: N. Y. City, 1950-58

	Negro		*Puerto Rican*		*Other*		*Total*	
	Number	*%*	*Number*	*%*	*Number*	*%*	*Number*	*%*
1950	757,000	9.6	247,000	3.1	6,899,000	87.3	7,903,000	100%
1958	980,000	12.2	645,000	8.0	6,417,000	79.8	8,042,000	100%
increase (+) or decrease (–)	+223,000	–	+398,000	–	–482,000	–	+139,000	–

In addition to general population movements, there is another important factor determining the ethnic composition of our schools. For many years, there has been a steady exodus of children, the majority white, to private and parochial schools. At the present time, such enrollments total approximately one-third of all children attending elementary and secondary institutions. During the past three years, 53,683 children have been discharged from our elementary schools alone, to attend private and parochial schools, as follows:

Discharge of Pupils, Elementary School

	1956-57	*1957-58*	*1958-59*	*Total*
Parochial schools	15,851	16,613	17,026	49,490
Private schools	1,420	1,431	1,342	4,193
Total	17,271	18,044	18,368	53,683

These numbers do not include those children who were registered directly in non-public schools. The discharges were offset to some degree by the admission of 22,624 elementary school pupils from private and parochial schools, so that the net loss was 31,059.

The two factors of population mobility and non-public school enrollment have resulted in marked changes in the ethnic composition of our public schools. Figures have been maintained only since 1957, so that there are no accurate statistics prior to this year.

Ethnic Composition—Elementary Schools[2]—October 31

Year	*Negro and Puerto Rican*		*Others*		*Total*	
	Number	*%*	*Number*	*%*	*Number*	*%*
1957	196,504	35.7	354,589	64.3	551,093	100
1958	213,514	38.2	345,235	61.8	558,749	100
1959	227,933	40.9	329,226	59.1	557,159	100
increase (+) or decrease (–)	+31,429	–	–25,363	–	+6,066	–

[2] Exclusive of special "400" and "600" schools.

During the two year period 1957-1959, the percentage of Negro and Puerto Rican children in elementary schools increased from 35.7% to 40.9%. If this increase were spread evenly over the entire city, there would be fewer problems for integration. The bulk of the increase occurs in areas already ethnically homogeneous or, since such neighborhoods are likely to be very much overcrowded, in "fringe"[3] areas. Changes in neighborhoods are extremely rapid, and it is difficult, if not impossible, to forecast accurately either the nature or the tempo of the change. Some integrated areas remain stable for many years; others complete the cycle of change from one ethnic group to another within relatively few years, and with the rate of change increasing each year. Sometimes, the total pattern of community change negates our best efforts to establish integrated schools through improved zoning practices.

Yet, in the face of these many difficulties, our administrators, conscious of the values and possibilities of integration, have done a yeoman job in maintaining the integrated character of our schools.

Ethnic Population—Elementary Schools—October 31

% "Other"[4]	1957		1958		1959	
	Number	*% of Total*	*Number*	*% of Total*	*Number*	*% of Total*
90-100	290	51.3	276	48.7	248	43.5
80-90	45	8.0	43	7.6	63	11.0
70-80	29	5.1	26	4.6	26	4.6
60-70	21	3.7	20	3.5	24	4.2
50-60	18	3.2	24	4.2	13	2.3
40-50	20	3.5	21	3.7	24	4.2
30-40	24	4.3	22	3.9	26	4.6
20-30	22	3.9	34	6.0	29	5.1
10-20	32	5.7	28	4.9	42	7.4
0-10	64	11.3	73	12.8	75	13.2
Total	565	100.0	567	99.9	570	100.1

If we define an "integrated" elementary school as one in which the Negro and Puerto Rican population varies between 10% and 90%, then during the two years from 1957 to 1959, the percentage of such elementary schools increased from 37.4% to 38.5%. Part of this improvement is due to factors over which we have no control at all, but much of it is directly traceable to our own efforts, as indicated below.

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[3] A "fringe" area is defined as one which includes a desirable degree of ethnic heterogeneity.

[4] Other than Negro or Puerto Rican.

It will be noted that the number of schools in the 0-10% "others" category increased by 11, from 64 to 75. On the surface, this might seem to be a record of great failure; actually, in terms of total changes in pupil population, the record is excellent. But, far from being satisfied, we have examined every one of the eleven changes to find out why they took place, and how we might prevent such changes in the future.

By way of illustration of the problems, it might be helpful to review at this time the 9 changes which took place between 1957 and 1958. One of these was a conversion from a junior high school to an elementary school, P.S. 148 Brooklyn, and two were new schools, P.S. 163 Manhattan and P.S. 146 Bronx. Of course, in planning new schools, we should much prefer to place them in locations which will assure integration, but this is not always possible. If we have to choose between a new school which is ethnically homogeneous, and no new school at all for children who need one, then we must select the former.

The difficulties we face in attempting to create and maintain integrated schools are well illustrated in the case of P.S. 163. It opened at about the same time as two nearby developments, Frederick Douglas Houses, a low-income project of 2057 apartments, and Park West, a privately sponsored development with 2583 apartments for middle and upper income families. The ethnic composition of Frederick Douglas Houses was 33.9% Negro, 41.7% Puerto Rican, and 24.4% "others"; Park West was almost entirely "others." It seemed reasonable to suppose that a fair proportion of "other" children would attend P.S. 163. Actually, the number is negligible. Many of the white tenants of Frederick Douglas are older people with few, if any, children of school age. Park West parents sent only four children to P.S. 163, preferring to enroll their children in private and parochial schools.

Of the six remaining schools, four—P.S. 15 and P.S. 110 Queens, P.S. 80 Manhattan, and P.S. 150 Brooklyn—reflect a continuation of the pattern of neighborhood change from a "fringe" area to an ethnically homogeneous area. In two of the cases, P.S. 179 Manhattan and P.S. 20 Bronx, the neigborhoods are relatively stable, but increased enrollments in non-public schools and transfers to such schools have decreased the number of "other" pupils in the public schools.

RECOMMENDATION 1. INTEGRATION AS A CARDINAL PRINCIPLE OF ZONING

The objective of racial integration as one of the cardinal principles of zoning is an accepted policy of the Board of Education. Not only is our professional staff aware of this principle, but they also seize every opportunity to implement it. The proof is that, of the 33 schools opened, rezoned, or converted from November 1958 to June 1959, 26 were integrated.

Zoning Changes, November 1958–June 1959

Change	*School*	*District*	*Ethnic Percent*		
			Negro	*Puerto Rican*	*Other*
New	P 2M	2	8.0	63.7	28.3
New	P 22M	3	17.5	49.0	33.5
J to P	P 188M	3	37.0	36.6	26.4
re-zoned	P 69M	8	6.5[5]	3.1	90.4
			9.6	9.2	81.2
New Replacing P 58M	P 111M	8	10.9	49.5	39.6
			7.9	51.4	40.7
New Replacing J 159M	J 45M	10	34.4	46.1	19.6
			27.4	55.8	16.8
re-zoned	P 34X	23	8.0	1.8	90.2
			8.3	5.9	85.8
re-zoned	P 70X	20	5.1	3.1	91.7
			19.1	6.7	74.2
New	P 142X	24	14.8	5.2	80.0
New	P 149X	15	15.8	54.1	30.1
K-8 to K-6	P 68X	24	2.5	.6	96.9
			10.1	3.0	86.9
re-zoned	P 103X	24	7.1	1.9	91.0
			10.2	5.1	84.7

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[5] Upper figures 1957-58, lower figures, 1958-59.

Change	*School*	*District*	*Ethnic Percent*		
			Negro	*Puerto Rican*	*Other*
New Replacing P 87K	P 261K	26	9.8	75.2	15.0
			15.1	70.2	14.7
re-zoned	P 106K	26	4.8	2.1	93.1
			19.4	2.7	77.9
re-zoned	P 273K	44	8.5	.9	90.6
			10.5	.5	89.0
New	J 265K	25	54.4	28.5	17.1
New	P 105Q	49	12.4	0	87.6
New	P 180Q	49	25.0	7.0	68.0
re-zoned	P 121Q	50	5.0	1.7	93.3
			15.3	4.9	84.7
re-zoned	P 124Q	50	1.3	1.3	97.4
			18.1	2.2	79.7
re-zoned	P 132Q	50	6.7	.3	92.9
			9.3	9.3	89.7
re-zoned	P 148Q	45	5.5	.6	93.9
			9.0	1.7	89.3
re-zoned	P 149Q	45	5.4	.2	94.4
			10.0	.1	89.9
re-zoned	P 166Q	46	.1	1.9	98.0
			21.8	8.0	70.2
New	H.S. of Aviation	46	11.6	13.3	75.1
re-zoned	P 40R	53	8.7	1.2	90.0
			9.7	1.4	88.9

J = Junior High School
P = Elementary School
M= Manhattan
X = Bronx
K = Brooklyn
Q = Queens
R = Richmond

In 24 of these cases, as indicated above, the program of integration was advanced. In the remaining two cases, changes were slight, and resulted from the operation of forces beyond the control of the Board of Education.

All these cases represent changes made only from November 1958 to June 1959. They are, however, typical of the work done under the leadership of the Central Zoning Unit.

RECOMMENDATION 2. COMPREHENSIVE ZONING PLAN

A Comprehensive Zoning Plan was drawn up in 1957, and is administered by the Central Zoning Unit. This plan is now in the process of being revised.

A: GUIDE-POSTS FOR THE ASSISTANT SUPERINTENDENT

The Comprehensive Zoning Plan defines zoning as "the process of establishing boundary lines for an area within which *all* pupils of the same grade attend the same school." It then lists the six basic criteria, of which one is the "promotion of a racially integrated school."

B: BASIC PRINCIPLES OF ZONING

The Comprehensive Zoning Plan describes the principles which should serve as a basis for the decisions of all professional personnel who participate in the work of zoning. These principles represent accepted policies of the Board of Education, or corollaries of such policies.

1. Elementary and junior high schools are essentially neighborhood or community institutions which serve the children of families living within an area contiguous to the school building. The determination of district lines should be consistent with the neighborhood school concept.

2. The assistant superintendent in the field shall have the responsibility for the preparation of tentative zoning plans.

3. Parents of pupils affected and members of the Local School Boards should be consulted regarding zone changes.

4. Provision should be made in each school for classes which will serve the full range of its pupils' needs and abilities. When pupils who qualify for I.G.C. or S.P. classes cannot be accommodated in their home schools, the objective of integration should be considered in setting up central classes.

5. Classes for the handicapped should be organized as in (4) above.

6. Continuity of a pupil's school attendance should be maintained as far as possible.

7. When it becomes necessary to transport pupils by bus to relieve overcrowding and for better utilization of school plant, integration should be one of the considerations. However, pupils should not be transported by bus from one school to another solely for the purposes of integration.

8. At the junior high school level, additional consideration is to be given to integration by drawing zoning lines to include the areas of feeder schools or parts of the area of feeder schools in such a manner as to promote racial integration.

9. The application of the principle of "permissive zoning" should in general be deferred to the senior high school.[6]

C: PRIORITIES FOR GROUPS OF SCHOOLS

1. *September 1957 to June 1959*—Top priority has been given to the problem of relief of overcrowding. In the two years from September 1957 to June 1959, a total of 25,528 children were shifted for better school utilization and in most cases improved integration.

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[6] There are, as indicated above, many exceptions to this general rule on the elementary and junior high school levels: permissive zoning for central intellectually gifted classes; permissive zoning for better building utilization; etc.

Number of Children Shifted: September 1957—June 1959

MANHATTAN

District	*No. of Children Shifted*
1, 2, 3, 4	747
6, 8	1,482
10, 11	1,528
12, 13, 14	85
Total	3,842

BROOKLYN

District	*No. of Children Shifted*
25, 27	2,862
29, 30, 31	2,609
32, 33, 34	2,436
35, 40	196
36, 37	135
41, 42	560
43, 44	651
High Schools	250
Total	9,699

BRONX

District	*No. of Children Shifted*
17, 18	6,246
15, 16	926
19, 20	239
21, 22	350
23, 24	449
Total	8,210

QUEENS

District	*No. of Children Shifted*
45, 46	639
47, 48	133
49	1,517
50	1,463
High Schools	25
Total	3,777

TOTAL CITY-WIDE 25,528

2. *September 1959 to April 1960.*

a. *Permissive bussing*—So far this school year, 1316 children have been transferred with their parents' consent, through the use of permissive bussing, from overcrowded schools to under-utilized schools. In September 1959, 919 children from seven overcrowded schools in the Bedford-Stuyvesant area of Brooklyn were transferred to six other schools in Brooklyn and to five in Queens. The changes in ethnic composition of these 11 receiving schools is as follows:

Changes in Ethnic Composition in Eleven Schools

School	*Ethnic Percent Before*			*Ethnic Percent After*		
	Negro	*P.R.*	*Other*	*Negro*	*P.R.*	*Other*
P 155K	44.5	13.7	41.8	49.1	15.8	35.1
P 123K	.9	6.2	92.9	6.5	7.3	86.2
P 221K	8.6	.6	90.8	14.5	1.2	84.3
P 91K	2.6	.9	96.5	18.4	1.6	80.0
P 86K	.2	1.4	98.4	10.4	1.9	87.7
P 116K	1.9	3.5	94.6	15.6	3.0	81.4
P 91Q	0	.2	99.8	13.0	.4	86.6
P 81Q	0	0	100.0	5.5	.7	93.8
P 68Q	0	0	100.0	13.4	.5	86.1
P 77Q	.5	0	99.5	15.3	0	84.7
P 88Q	.5	0	99.5	17.8	.5	81.7

All of these changes resulted in better ethnic balance except in the case of P.S. 155 Brooklyn, which continued to maintain its integrated character. In addition, approximately 1838 children (double the number transferred), who would otherwise have been on short or special session, were able to attend on a regular session, as a result of the shifts indicated.

In February 1960, 397 Negro and Puerto Rican pupils were transferred, with the consent of their parents, from overcrowded Harlem and East Harlem schools to under-utilized Yorkville schools. The net effect of these transfers was improved integration, as well as better utilization of buildings and a full school day for approximately 794 more children.

b. *Zone changes*—The cases cited above are examples of permissive zoning, and involve bussing. There are other examples of changes of school zones, with or without bussing, which have been undertaken with similar objectives in mind. In Queens, zones were changed so as to move 168 children from over-utilized P.S. 118 to under-utilized P.S. 35 and P.S. 95, and resulted in the following changes in ethnic composition:

Changes In Ethnic Composition In Two Queens Schools

School	% Negro		% Puerto Rican		% Others	
	10/58	10/59	10/58	10/59	10/58	10/59
P.S. 35	16.8	25.7	4.8	4.0	78.4	70.3
P.S. 95Q	1.0	15.2	0.7	2.9	98.3	81.9

Other zoning changes in September 1959 which resulted in better school utilization and better integration involved the transfer of 78 children from P.S. 83 Brooklyn to P.S. 191 Brooklyn, and of 87 children from P.S. 42 Brooklyn to P.S. 241 Brooklyn.

3. *Plans for September 1960*—As of this writing (April 30, 1960), additional transfers of children have been planned for better building utilization and improved integration. These changes involve 5568 pupils, 43 sending schools and 54 receiving schools. They will result both from permissive bussing and from zone changes.

a. *Permissive bussing*--Plans have already been made to bus 1285 children, with their parents' consent, from 10 overcrowded schools to 16 under-utilized schools.

Ethnic Composition of Schools Involved in Permissive Bussing Planned for September 1960

From School	*Number of Children*	*Ethnic Percent*			*To School*	*Ethnic Percent*		
		Negro	*P. R.*	*Other*		*Negro*	*P. R.*	*Other*
P30K	34	32.6	46.8	20.6	P130K	0.6	0.4	99.0
P27K	340	55.9	31.0	13.1	P154K	8.9	2.0	89.1
P27K		55.9	31.0	13.1	P230K	1.0	3.1	95.9
P27K		55.9	31.0	13.1	P169K	0.3	6.0	93.7
P137K	30	81.3	7.5	11.2	P116K	15.6	3.0	81.4
P137K	90	81.3	7.5	11.2	P123K	6.5	7.3	86.2
P137K	30	81.3	7.5	11.2	P75K	26.9	12.7	60.4
P144K	90	48.2	37.9	13.9	P91K	18.4	1.6	80.0
P144K	60	48.2	37.9	13.9	P235K	3.5	1.7	94.8
P144K	60	48.2	37.9	13.9	P135K	0.5	0.7	98.8
P113K	36	51.7	13.5	34.8	P68Q	13.4	0.5	86.1
P113K	55	51.7	13.5	34.8	P106K	22.0	4.9	73.1
P150K	54	71.1	22.3	6.6	P182K	14.9	11.2	73.9
P184K	200	33.3	52.1	14.6	P189K	22.4	16.7	60.9
P272K	62	3.9	0.2	95.9	P244K	0.5	0.2	99.3
P279K	38	10.2	3.1	86.7	P244K	0.5	0.2	99.3
P65Q	106	0	0	100.0	P97Q	0	0.9	99.1

Of the 17 changes to be made, 14 will result in better ethnic integration, while in the other three cases integration will not be adversely affected.

b. *Zone changes*—Changes in zone lines already planned to take effect in September 1960 will result in the transfer of 4283 pupils. The majority of these changes are being made to secure better building utilization; in some cases they are necessitated by the opening of new schools, or by changes in existing school organization. In many cases there is definite improvement in the ethnic balance, while in others the change is only slight.

4. *Other considerations*—The Board of Education is committed to a policy of a full day's education for every child. There may be occasions when this policy, and that of the neighborhood school, seem to be in conflict. Under

such conditions, no blanket procedure could possibly apply in all situations. Each case will be carefully analyzed, and resolved in terms of what is best for the children involved.

In the transfer of large numbers of children from one school to another, it has been our practice to maintain the neighborhood school concept. With this in mind, we arrange for transfers so that the newcomers constitute not more than 40% or 45% of the new register of the receiving school. These seem to be the optimum limits within which the factors of change can operate most satisfactorily.

It has not been possible, as previously explained, to provide a timetable for the accomplishment of integration in all schools.

D: PROCEDURES AND OBJECTIVES

1. *Procedures*—The procedures for establishing zone lines for new schools, and for changing those of schools already in operation, are outlined in General Circular No. 46, 1957-58, dated May 12, 1958. The following lines of authority were established:

a. The Central Zoning Unit was made an integral part of the Division of Housing.

b. The Programming Unit[7] was continued, with emphasis on cooperative planning with the Central Zoning Unit, with assistant superintendents in the districts, and with Division heads.

c. Suggestions concerning the selection of sites for new buildings, and the effective utilization of existing buildings, are to be made by the assistant superintendents in the field, the Local School Boards, and the Division Associate Superintendents, to the Programming Unit and the Central Zoning Unit. The field assistant superintendents and the Assistant Superintendent in charge of Zoning are expected to cooperate closely.

d. The preparation of tentative zoning plans, however, will continue to be the responsibility of the assistant superintendent in the field, with advice from principals, Local School Boards, and parents.

e. Zoning appeals may be made in the following order:
assistant superintendent in the field;
Assistant Superintendent in charge of Zoning;
Zoning Appeals Committee.

2. *Placement of special classes*—This matter has already been discussed in Chapter III, Recommendation 2.

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[7] The functions of the Programming Unit have been absorbed in the new Bureau of School Planning and Research.

3. *Re-drawing boundary lines*—Earlier sections of this chapter have explained in considerable detail the work of our professional staff in the attempt to secure better ethnic balance through re-zoning. These efforts are continuing, and it is safe to say that not a single zone has been drawn up, or changed, within the last few years, without conscious consideration of the possibilities of integration.

4. *Permissive zoning*—As already indicated, permissive zoning has been used for many years in connection with placement in special classes. A number of examples have been given above of the more recent applications of this principle. Other typical examples are the following:

a. *Elementary*—In September 1959, the shifts indicated below were made, with the effects as noted:

Some Examples of Permissive Zoning—Elementary

From school	*No. of children*	*To school*	*Ethnic Composition of Receiving School (%)*					
			Negro		*Puerto Rican*		*Other*	
			10/58	*10/59*	*10/58*	*10/59*	*10/58*	*10/59*
287K	42	154K	0.3	8.9	0	2.0	99.7	89.1
287K	42	107K	0.5	7.7	5.7	7.7	93.8	84.6
42X	37	90X	11.2	14.5	8.5	9.9	80.3	75.6
63X	108	104X	10.2	12.1	5.1	6.1	84.7	81.8

b. *Junior high school*—On the junior high school level, permissive zoning has been in effect for a long time, as in the case of children who attend Special Progress classes. In addition, children who are transferred to other elementary schools through the application of permissive zoning for the relief of overcrowding are permitted to attend the junior high school which is fed by their new schools. Such permission is, however, contingent upon the availability of space. Thus, sixth grade children who, in September 1958 were transferred from P.S. 2 Bronx to P.S. 70 Bronx, were permitted to attend Jr. H.S. 117 Bronx in September 1959, rather than the junior high school servicing their home neighborhood.

As in the case of elementary schools, zoning variances have been permitted to result in better building utilization and improved integration. For example, in September 1959, approximately 100 children from Jr. H.S. 33 Brooklyn, with a Negro and Puerto Rican population exceeding 90%, were permitted to transfer to Jr. H.S. 126 Brooklyn, a well-integrated school. This change avoided the necessity of a double session for Jr. H.S. 33.

c. *High school*—At the high school level, where travel considerations are not a major factor, many exceptions to zoning regulations have been made for the calculated purpose of achieving a more integrated school population. Negro students living in Harlem will be found in every academic high school in Manhattan and in at least one school in another borough. De Witt Clinton High School in the Bronx admits students from Jr. H.S. 139 in Harlem. Some years ago, Wadleigh High School, the only academic high school in the Harlem area, was closed when it was found to be impossible to obtain a fairly integrated school population. The declining enrollment at Wadleigh was the natural consequence of the considered policy of permitting girls living in that area to attend schools elsewhere.

Additional zoning variances made for the express purpose of securing greater ethnic heterogeneity include the following schools: Julia Richman High School from Jr. H.S. 136, Manhattan; Seward Park High School from Jr. H.S. 120, 136, 159, Manhattan; De Witt Clinton High School from Jr. H.S. 55, Bronx; Evander Childs High Schools from Jr. H.S. 40 and 12, Bronx; William Howard Taft High School from Jr. H.S. 120, Bronx; Martin Van Buren High School from Jr. H.S. 40, Queens. A number of other variances include boroughs, or particular areas. Thus, we have experimented with permissive zoning in the case of Forest Hills High School in Queens. Zoning lines were adjusted for three Queens high schools—John Adams, Richmond Hill and Forest Hills—in an attempt to improve integration.

In September 1958, the northern boundary lines for both Erasmus Hall High School and Wingate High School in Brooklyn were extended from Eastern Parkway to Putnam Avenue, in the Bedford-Stuyvesant area. This device succeeded in increasing the percentage of Negro pupils in Erasmus Hall, while stabilizing the fine ethnic balance at Wingate.

5. *Selective use of bus transportation*—A great many of the elementary school changes noted above have been facilitated through the selective use of bus transportation.

6. *Conversion of school—e.g., 8B elementary to 6B elementary*—In the process of converting buildings from use by one kind of school organization to use by another, school authorities keep in mind the objective of better integration. In the re-drawing of zone lines, and in the placement of children affected by changes in school organization, efforts are made to secure as integrated a student body as possible. As of September 1959, there were eighty-four 8B schools still in existence. This number is shrinking steadily as new junior high schools open, with the consequent conversion of 8B schools to 6B schools. We shall continue to be mindful of the possibilities of integration inherent in such conversions of schools.

RECOMMENDATION 3. ADVISORY COUNCIL ON ZONING

The Advisory Council on Zoning was organized in cooperation with the Commission on Intergroup Relations, the statutory body dealing with all city departments. It is composed of representatives of the Board of Education, the office of the City Administrator, the Housing Authority, the Department of City Planning, and COIR, with the Executive Director of COIR as Chairman. The first meeting was held on November 6, 1958, and since then meetings have been held monthly. The outline of its duties and functions is entirely consistent with the specific suggestions of the Sub-Commission. Typical items on the agenda have been:

- review of the Comprehensive Zoning Plan
- relationship of Community Relations Unit to Central Zoning Unit
- proposed locations of specific schools, as examples of policy
- lines of authority in selection of school sites
- problems in the application of permissive zoning
- basic functions of the Advisory Council.

To help prepare communities for integration, and to serve as a consulting body to the Central Zoning Unit, a Civic Advisory Council has been formed, consisting of representatives of federated parent groups and of city-wide civic organizations. To date, the following organizations have accepted membership on this auxiliary council:

American Jewish Committee
American Jewish Congress
Anti-Defamation League
Brooklyn Federation of P.T.A.'s
Catholic Interracial Council
National Association for the Protection of Colored People
National Conference of Christians and Jews
N.Y.S. Congress of Parents and Teachers
Protestant Council
Queensboro Federation of Parents Clubs
Staten Island Federation
United Parents Association
Urban League of Greater N. Y.

Its first meeting was held on April 21, 1959, and there have been two subsequent meetings. This body provides a means whereby civic groups may present their suggestions regarding over-all zoning policies.

RECOMMENDATION 4. CENTRAL ZONING UNIT

A: ORGANIZATION

The Central Zoning Unit has been given specific authority with relation to school boundary lines. Its authority is spelled out in Special Circular No. 46, 1957-58, the contents of which have been summarized above (Recommendation 2, D). The Unit staff consists of 13: 1 assistant superintendent, 3 teachers assigned, 2 civil engineering draftsmen, a statistician, an assistant statistician, a supervising clerk, a stenographer, a clerk, a typist, and a planner. The total budget allowance is approximately $100,000.

B: COOPERATION WITH COMMUNITY RELATIONS PERSONNEL

All of the professional employees of the Central Zoning Unit are well aware of the community relations aspects of the work they are doing. One of them, a former community coordinator, has been assigned specifically to the task of maintaining liaison with the assistant superintendents in the districts, and with their community coordinators. This constant contact with field offices has been a great source of strength in the daily operations of the Central Zoning Unit. The liaison worker has been in direct charge of activities to promote and prepare for integration, such as the following:

– solution of bussing problems

– supplying ethnic composition data on schools and residential areas

– advising with reference to site acquisition

– publicizing information as to the policies, programs, and progress of integration

– preparing communities for changes in ethnic composition of schools

– mobilizing public support for integration programs.

C: MAINTENANCE OF MAPS AND RECORDS

Each school is required to submit, each year, a copy of its zoning map. These maps, standardized as to form, date, and scale, are carefully reviewed and compared with the maps of the preceding year. As already indicated, no zone changes may be made without the knowledge and approval of the Central Zoning Unit. The unit also collects and maintains data relating to the following: patterns of feeder schools; school ethnic population; degree of school utilization; site selection and districting for new schools; topographical characteristics; planned capital improvements having an impact on school utilization; and population trends. Ethnic distribution data have been mapped by borough, by distribution as to specific blocks of school districts, and, in some cases, by grade.

D: RE-ZONING AND ZONING FOR NEW SCHOOLS

When field superintendents are about to re-zone a school, the Central Zoning Unit frequently assists by preparing maps showing the districts of the schools involved in the proposals, and the block by block ethnic distribution of the pupils to be moved. In cooperation with the Planning Bureau and the field superintendents, it also surveys available school building space for relief of overcrowding, arranges conferences of interested individuals and groups, and reviews the recommendations of parents and civic organizations.

In the choice of a site for new buildings, the Central Zoning Unit works closely with the Bureau of School Planning and Research and with other personnel of the Division of Housing. Within recent months, a determined effort has been made to fill existing vacancies in the Planning Bureau. One of the problems here has been the difficulty of finding competent professional personnel, such as senior planners. The planning staff is being expanded as rapidly as such personnel becomes available.

The assistant superintendents in the districts are requested to file final zoning plans for new schools two months prior to the opening of the school. Frequently the field superintendent confers with the head of the Central Zoning Unit during the process of drawing the new school zone. However, plans must be reviewed by the Unit before final approval.

E: APPEALS PROCEDURES

When a zoning appeal is received by the Central Zoning Unit, the head of the Unit first ascertains that the group has already advised the assistant superintendent of its concern or dissatisfaction with the proposal. An appointment is then made for a conference with the head of the Central Zoning Unit or his representative. Frequently a representative of the appropriate Division is present. The assistant superintendent may be represented if he wishes.

The case is heard, data already collected are discussed with the group, questions are answered, solutions are tested and the desires of the group are considered. It sometimes happens that the group sees the complications more clearly when all of the ramifications of the problem are graphically presented by maps showing the school districts, block by block distribution of pupils, and the effects of the various zoning proposals under consideration.

There are occasions when more than one conference is required. The intervening time is then used to gather additional data, to consider the various possibilities, and to report to school officials and to the groups attending the conference.

At this point, if the recommendations of the Central Zoning Unit are not satisfactory to the parent or community group, a conference is arranged with the Associate Superintendent of the Division. The problem is fully discussed again and an attempt is made to arrive at a solution which is satisfactory to all involved—or, if not satisfactory, at least thoroughly understood.

If agreement is not reached at this level, the group is given an opportunity to present its case to the Appeals Committee which consists of the Associate Superintendents of the Elementary, Junior High School and Senior High School Divisions, the Associate Superintendent of the Housing Division (Chairman) and a representative of the Superintendent of Schools.

Not all cases go through this process. There have been many occasions when a joint conference of the parent or community group, the field assistant superintendent, and the Central Zoning Unit representative has sufficed. There have been other problems that have been adjusted by a single meeting with the parent or community group, followed by a telephone call to the office of the assistant superintendent responsible for the school or schools involved. Sometimes, however, negotiations are complex and prolonged. One of the more difficult cases, involving ten elementary schools, required more than a score of meetings and conferences of one kind or another.

F: EVASIONS OF PROPER SCHOOL ZONES

Some complaints have been received concerning alleged evasions of established school zones. Investigations have not disclosed a single instance in which any school teacher or administrator has knowingly permitted illegal variances. It happens occasionally of course that misguided parents falsify addresses. Such cases are very few and are usually detected very quickly by our teachers, supervisors, and attendance workers.

RECOMMENDATION 5. ZONING RESPONSIBILITIES OF ASSISTANT SUPERINTENDENTS

The various recommendations of the Sub-Commission on Zoning with reference to the duties of assistant superintendents are currently in force, without exception. In addition to those duties already noted above, they include the following:

– to publicize, within his districts, his proposals on zoning, and invite constructive comment and suggestions by parent and community groups involved in the change.

– to develop an understanding of and positive attitudes toward more racially balanced schools as part of a good intergroup relations program.

– to present to the Central Zoning Unit suggestions for more effective action through zoning, to achieve more racially balanced schools.

RECOMMENDATION 6. COMMUNITY RELATIONS PROGRAM

This recommendation has already been discussed in Chapter VI, "Community Relations and Information."

CHAPTER VIII. IMPLEMENTATION OF RECOMMENDATIONS OF THE SUB-COMMISSION ON PHYSICAL PLANT AND MAINTENANCE

RECOMMENDATION 1. ROLE OF SITE SELECTION AND ZONING IN ACHIEVING INTEGRATED SCHOOLS

A: ZONING

The efforts of the educational system to use zoning as a positive means of achieving integration have been described above, Chapter VII.

B: SITE SELECTION

1. *Criteria*—A cardinal consideration in the selection of a site is the effect it will have on the preservation or promotion of ethnic integration. This urgent need to advance the program of integration is not, however, the only criterion. Distance, topographical features, transportation facilities, and relation to existing school plant and pupil population density must be kept in mind. Other factors must also be taken into account, such as subsoil conditions, the scarcity of vacant land, the cost of real property, the proximity of city owned or vacant land, the reluctance to remove real property from the City's tax rolls, and the degree and severity of the problem of tenant relocation. In the light of these factors, it is not at all surprising that the selection of a school site often becomes the subject of sharp public debate, reflecting widely differing points of view as to the site to be chosen.

The debates sometimes resolve themselves into questions of finance versus human values. The choice of a site which will help integration may be more expensive, both in present and future terms, than other sites. It may involve greater temporary hardship to the community because more people have to be relocated; it may remove valuable property from tax rolls; it may cost more than other sites.

It is obvious that the selection of a site may have political, social, and financial overtones. The law vests in the Board of Estimate final authority in site selection, while other city agencies—the City Planning Commission, the Department of Real Estate, and the Budget Bureau, in addition to the Board of Education—play active roles. It seems likely that the selection of sites to further the program of integration will be expedited when all agencies concerned feel the same sense of commitment and purpose.

2. *Procedures*—The various factors noted above, and the close connection between school location and the development of a master plan for the City of New York, indicate the need for close cooperation between the Board of Education and various City agencies concerned with the appropriation of funds and the orderly planning of the City's growth. School sites recommended for selection by the Board of Education represent the collective thinking of several agencies of municipal government, including the Budget Bureau, the City Planning Commission, the Borough Presidents, the Department of Real Estate and, of course, the Board of Education.

To facilitate site studies, and thereby expedite the acquisition of school sites and the construction of school buildings, a joint committee representing these agencies was organized in 1954. It has continued to function as the Mayor's Committee to Expedite the School Construction Program, better known as the Shea Committee. This Committee, at the time of its formation, organized a technical sub-committee to gather and study data relating to school projects, to recommend projects for inclusion in the Capital Budget, and to advise as to site selection. Representatives of the Division of Housing, including the head of the Bureau of Planning, are included in this sub-committee.

A recent innovation has led to earlier identification of problems and possibilities of specific school sites with relation to integration. A representative of the Central Zoning Unit now accompanies Board of Education members of the technical sub-committee on site selection trips, to make visual inspections of prospective sites.

3. *"Fringe" areas and integrated schools*—To date, there has been little agreement as to the definition of "fringe area." There is general consensus that it is an area which includes a desirable degree of ethnic heterogeneity; but there is considerable disagreement as to optimum ethnic ratios, the nature of the residential patterns involved, and the impact of future changes.

It has been equally impossible to secure agreement among interested groups as to an acceptable definition for an "integrated" school. It might appear on the surface that an integrated, or "fringe," neighborhood would necessarily produce an integrated school; however, this is not so. Sometimes there is a great variation in the average age of the different ethnic groups, with a corresponding variation in children per family. Sometimes large numbers of children of one ethnic group attend private or parochial schools. In Chapter VII, "Zoning," the operation of such forces in attempts to secure an integrated student body in P.S. 163 Manhattan has been described.

Therefore, an integrated school will be defined in accordance with the guide lines laid down in the original PEA report; i.e., an integrated school is one with a Negro and Puerto Rican population of 10% or more, but less than 90% in the case of an elementary school, and less than 85% in the case of a junior high school.

4. *Schools in fringe areas*—It is highly desirable to locate schools in fringe areas when possible, but the needs of all the children must be given the highest priority. The schools must be placed where there are children, and children often live in areas which are ethnically homogeneous. In many sections of the city, it is utterly impossible to find an elementary school site which will meet existing needs, and which will result in an integrated school. In some cases, through proper site selection and careful zoning, we can achieve a measure of integration. However, when this is not possible —and sometimes it is not—we must build just the same. This problem is less difficult of solution in the case of junior high schools. For these schools, sites in fringe areas, with consequent integration possibilities, can generally be found.

Sometimes a school is planned for what is, at the time, a fringe area, but opens with a student population which is ethnically almost homogeneous. This is due to the fact that, usually, three years elapse between site acquisition and building opening. Sometimes, unanticipated difficulties delay matters for a year or two. Population shifts and neighborhood changes are so rapid today, and so difficult to predict, that the opening may find an ethnic situation markedly different from that which existed a few years earlier.

The nature of our building needs often militates against possibilities for integrated schools. Our older, congested areas are often the ones which need schools badly, both because of obsolescent plant and increased pupil population; yet these areas frequently have high percentages of Negro and Puerto Rican children. Our newer, recently established areas need schools for the first time; yet these areas often have high percentages of other children. In neither case is there much opportunity for school integration.

RECOMMENDATION 2. SITE SELECTION, NEW CONSTRUCTION, AND MODERNIZATION

A: SITE SELECTION

Wherever the furtherance of integration is a factor which determines the selection of a site for a new school, or a modernization project, the Board of Education makes this factor known to the city agencies concerned —the Budget Bureau, the City Planning Commission, the Department of Real Estate, the Offices of the Borough Presidents, and the Board of Estimate.

B: ALLOCATIONS AND AUTHORIZATIONS, 1957 to 1959

For the four years from 1957 to the present, a total of 339.8 million dollars in new capital funds has been allocated to the Board of Education. During 1957 and 1958, total authorized expenditures amounted to 174.8 millions, or 88% of the 198.8 million dollars allocated for those two years.

C: NEW CONSTRUCTION COMPLETED, 1957 to 1959

From January 1, 1957 to December 31, 1959, 60 new buildings were opened, to serve newly developed areas, to relieve present and future overcrowding, and to take the place of unsafe and inadequate structures. The table below lists these schools, together with the present % of "other"[1] children:

New Buildings and % of "Other" Children, 1957-1959

1957		*1958*		*1959*	
School	*% Other*[1]	*School*	*% Other*[1]	*School*	*% Other*[1]
P 129M[2]	6.3	P 2M	30.0	P 7M	8.7
J 139X	23.6	P 41M	73.1	J 13M	3.3
J 141X	99.2	J 44M	26.1	J 22M	29.7
J 143X	95.9	J 45M	15.0	P 28M	13.0
P 9K	29.7	P 111M	38.1	J 117M	8.3
J 33K	9.9	P 163M	10.3	P 123M	0
P 58K	67.9	P 175M	0	P 140M	12.4
J 62K	99.2	N. Y. School of Printing	87.4	P 144M	0
P 272K	95.9	P 8X	97.7	J 149X	21.0
Grady Voc. H.S.	93.0	J 101X	90.0	Bx. H.S. Science	97.4
P 47Q	100	P 138X	77.2	P 256K	1.7
P 165Q	97.9	P 140X	5.3	P 270K	2.6
P 169Q	97.1	P 146X	1.5	P 279K	86.7
J 204Q	75.8	J 142X	73.2	P 286K	97.3
		P 11K	12.2	P 289K	10.5
		J 61K	69.0	P 297K	7.8
		J 211K	92.7	Sheepshead Bay H.S.	99.0
		P 261K	15.8	Edison Voc. H.S.	89.4
		J 265K	19.0	P 3R	92.8
		J 278K	98.9		
		P 105Q	79.4		
		J 180Q	67.7		
		J 189Q	94.0		
		J 194Q	99.8		
		P 221Q	100.0		
		Aviation Tr. H.S.	77.5		
		P 50R	99.5		

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[1] Other than Negro or Puerto Rican.

[2] P = Elementary school; J = Junior High School; M = Manhattan; K = Brooklyn; X = Bronx; Q = Queens; R = Richmond.

In terms of ethnic composition, the picture in the elementary schools is as follows:

Ethnic Composition: New Elementary Buildings

	No. of new schools	*% of total*	*% in city*
"X" schools[3]	10	30.3	13.2
"Y" schools[3]	9	27.3	43.5
Integrated schools	14	42.4	43.3
TOTAL	33	100.0	100.0

It is obvious that in the elementary schools we have been closing what the Sub-Commission on Physical Plant and Maintenance called "the racial gap," while maintaining as many integrated schools as possible.

Of the remaining 27 schools, 21 are junior high schools, and 6 are high schools. Elementary schools cost about 2.4 million dollars each, junior high schools about 3.5 millions, and high schools about 6 millions.

D: MODERNIZATIONS OR ADDITIONS, AND CONVERSIONS, 1957 TO 1959

During these three years, 19 buildings were rehabilitated, or received additions or new wings, or both, for a variety of reasons: to increase pupil enrollment capacity, to augment educational and auxiliary facilities, and to upgrade the quality of the physical plant; 5 were converted, to accommodate a different kind of organization and curriculum.

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[3] See page 2 for definition.

Modernizations or Additions, or Both; Conversions: 1957-1959

1957		*1958*		*1959*	
School	*% Other*	*School*	*% Other*	*School*	*% Other*
P 64M	34.0	J 52M	88.5	P 179M	5.6
J 88M	1.2	P 192M	27.0	Fashion Inst.	30.8
P 93K	0.7	J 136K	71.7	J 38X	18.0
P 251K	97.5	P 24Q	91.9	J 50K	44.2
P 284K	11.6	P 201Q	95.7	P 148K	5.4
Boys H.S.	50.2	Bushwick H.S.	84.3	Far Rockaway H.S.	93.9
Eli Whitney Voc. H.S.	47.8	Erasmus Hall H.S.	93.5		
L. I. City H.S.	92.9	Newtown H.S.	92.7		
P 44R	67.1				

Of the 23 listings, 10 are elementary schools, 5 are junior high schools and 8 are high schools. All of them represent line items in past Capital Budgets. Projects almost invariably cost more than $500,000, and may exceed 3 millions. Thus, the conversion of J.H.S. 66 Brooklyn to P.S. 284 cost $1,038,081, while the conversion to Eli Whitney Vocational H.S. cost $3,280,782. The modernization of P.S. 192 Manhattan cost $579,157, while that of Bushwick H.S. cost $2,775,235.

In addition, large sums have been spent on modernization, exclusive of line items. Lump sum allocations for rehabilitation of school plant, which did not include any of the projects listed above, rose from $2,000,000 in 1954 to almost $14,000,000 in 1958, of which the expenditure of approximately $10,000,000 was actually authorized. The allocation for 1960 is $14,238,871. These increases in funds for the upgrading of the physical plant have provided opportunities to improve the condition of all schools.

RECOMMENDATION 3. SPECIAL NEEDS

A: SPECIAL BUILDING REQUIREMENTS FOR SCHOOLS IN DEPRESSED AREAS

A typical program of requirements for a school now under construction in a high population density, low socio-economic area reads as follows:

"Public School 155 (Manhattan) will be constructed with accommodations for 1190 boys and girls in grades K-6. The urgent need for special integrative programs and services for the children in this section of the borough will be met, in part, by the organization of classes of somewhat smaller than the city-wide average size, and by the construction of small multi-purpose coaching rooms and offices to provide for English language and remedial instruction, health and guidance programs, curriculum and community projects, and expanded supervisory and administrative activities."

Public School 11 Brooklyn, which was dedicated in February 1960, is another example of recognition of the special needs of schools in depressed areas. This three-story structure has accommodations for 1041 pupils from kindergarten through the sixth grade. In addition to its 40 regular classrooms, auditorium, gymnasium, and combination lunchroom-playroom, the school provides special services for handicapped children. These include three health conservation rooms for cardiac, low vitality and orthopedic cases, two rooms for children with retarded mental development, a room for sight conservation pupils, and a three-room cerebral palsy unit.

In some schools, provision has been made for such special service facilities as guidance offices and psychological testing rooms, medical and dental suites, and speech and posture correction rooms. In new and remodeled buildings, there is also provided a large number of auxiliary facilities planned for multi-purpose use by the children and the community, such as auditoriums, gymnasiums, libraries, shops, and lunch rooms.

In many cases schools in underprivileged areas have been constructed with special types of facilities. Thus, J.H.S. 22 Manhattan includes a wing which houses the Hamilton Fish Park branch of the New York Public Library, while J.H.S. 45 Manhattan has an adjoining recreation center and swimming pool. Public School 129 Manhattan has been equipped with a teacher-training center for the study of local and general teaching problems, to be operated in conjunction with the School of Education of the College of the City of New York. All three schools are classified as special service schools. The sum of $1,050,000 has been allocated for the construction of a new addition to Bushwick H.S. in Brooklyn, which will serve as a recreation center in the Bushwick area. At the same time, steps will be taken to enlarge Bushwick Playground, which adjoins the high school athletic field and the proposed recreation addition.

Mindful of the need for recreational facilities for the use of children and of the community, our school-playground development program has been expanded, particularly in depressed areas. Some are under the sole jurisdiction of the Board of Education, and some are operated jointly with the Department of Parks. Between 1954 and 1957, twenty-nine such jointly-operated playgrounds were developed adjacent to schools in low socio-economic sections of the city, as follows:

P 33M
J 54M
P 57M
P 87M
P 108M
P 125M
P 177M
J 188M
P 18X
J 52X
J 60X
P 99X
P 112X
P 3K
P 16K
P 20K
P 26K
J 35K
P 44K
P 57K
P 59K
J 117K
P 125K
J 258K
P 260K
P 15Q
J 40Q
P 50Q
P 171Q

All except P 87M, P 16K, P 260K, and P 15Q are special service schools. Early in 1958, four additional playgrounds were completed: P 170M, P 192M, J 12M, and P 39Q. The first three are special service schools.

During the school year 1958-59, 14 playgrounds and 2 high school athletic fields were completed, at a total cost of $2,337,000:

J 45M
P 75M
P 140X
P 9K
P 97M
P 186M
P 21K
P 61K
P 197M
P 16X
P 199Q
P 50R
James Monroe H.S.
P 33X
P 101X
Martin Van Buren H.S.

Of the 14 playgrounds, 8 are in low socio-economic areas, and 7 are adjacent to special service schools. As of June 30, 1959, 9 playgrounds were under construction, and one H.S. athletic field, at a cost of $1,060,000:

P 41M
P 99X
P 48R
P 129K
P 150K
F. K. Lane H.S.
P 168K
J 211K
P 28K
P 180Q

24 playgrounds and four athletic fields had been authorized at an estimated cost of $5,195,700:

P 40M
P 101M
J 142X
J 149X
P 279K
P 286K
J 117M
P 123M
P 150X
P 11K
P 105Q
P 130Q
P 163M
P 8X
P 148K
P 201K
P 49Q
J 194Q
P 23X
P 51X
P 219K
J 265K
P 3R
P 48R

and athletic fields for Edison Vocational H.S., Sheepshead Bay H.S., Bayside H.S., Lafayette H.S. Half of these playgrounds in construction or in planning are in depressed areas.

A ten-school playground development program for 1960, costing $985,300 has been approved. It includes 9 playgrounds and one athletic field:

J 88M
P 130M
P 230K
P 50X
P 66X
Bayside H.S.
P 114K
P 121K
P 194K
P 212K

B: INCLUSION OF SPECIAL FACILITIES IN MODERNIZATIONS

Because the number of children who are provided with lunches in schools in low socio-economic areas is comparatively large, particular attention is given to lunch room facilities when school buildings in these areas undergo modernization. Unlike schools in other areas which may be serviced with food supplied by the Board's Central Kitchen, schools in depressed areas are being fully equipped for the preparation and serving of hot lunches to the children of the community. Lunch rooms are being constructed of adequate size, designed to accommodate at one sitting as many as one-third of the school's rated pupil enrollment. The need for expanded facilities for the preparation and storage of food in such schools is being met by the construction of kitchen and storage spaces that are 50% larger than similar facilities in other schools.

Requirements for Kitchen Facilities

	Food Supplied By Central Kitchen	*Food Prepared in School Kitchen*
Kitchen and Serving Counter	528 sq. ft.	750 sq. ft.
Food Storage Room	100 sq. ft.	200 sq. ft.
Auxiliary Storeroom	50 sq. ft.	50 sq. ft.
Total Area	678 sq. ft.	1000 sq. ft.

Since 1957, special efforts have been made to improve sanitary facilities in schools in underprivileged areas. Recent surveys have indicated that, without exception, every school in our city meets the standards of the Sanitary Code with respect to toilet facilities.

C: FACILITIES FOR TEACHERS IN MODERNIZED BUILDINGS

New schools and modernized buildings are being equipped with more rest rooms and larger lunch rooms and cafeterias than heretofore. In addition, more, larger, and better equipped general offices and workrooms are being provided for use by the teaching staff. During the school year 1957-58, teachers' rooms were painted and given new furniture. Allocation of funds for these purposes was given priority over other requests.

D: SPECIAL FACILITIES IN NEW BUILDINGS

The inclusion of special instructional rooms in new and renovated buildings is indicative of attempts to meet the needs of children in low socio-economic areas. Between 1954 and 1957, a total of 63 such new rooms were provided—34 CRMD rooms, 6 health conservation, 3 sight conservation, and 20 remedial instruction, as follows:

New Special Instructional Rooms in Low Socio-Economic Areas, 1954 to 1957

Project	*CRMD*	*Health Conservation*	*Sight Conservation*	*Remedial Instruction*
P 15M	2			1
P 19M	3			1
P 64M	1	1	1	1
P 80M				1
J 88M	6			
P 102M	2	1		1
P 191M	1	1		
P 2X	4	1		3
P 130X	2			1
P 9K	1		1	2
P 26K	2	1		
P 59K	4	1	1	2
P 93K				1
J 117K	1			2
J 258K	2			2
J 263K	3			2
Totals	34	6	3	20

In 1958 and 1959, 151 additional rooms were completed: 72 CRMD, 26 health improvement, 11 sight conservation, and 42 remedial instruction.

New Special Instructional Rooms in Low Socio-Economic Areas 1958-1959

Project	*CRMD*	*Health Conservation*	*Sight Conservation*	*Remedial Instruction*
P 2M	1	1	1	3
P 7M	2		1	3
J 13M	8	1		
J 22M	2	1	1	3

New Special Instructional Rooms in Low Socio-Economic Areas, 1954 to 1957 — Continued

Project	CRMD	Health Conservation	Sight Conservation	Remedial Instruction
P 28M	2	1	1	3
J 45M	3			2
J 52M	1			
P 111M	2	1		
J 117M	6			
P 123M	4	1	1	2
P 140M	1	1	1	2
P 144M	2	2	1	2
P 163M	2	1		
P 179M	2			2
P 192M				1
J 38X	1			
J 101X	3			
P 138X	2	2	1	
J 142X	3			
P 146X	2	2		2
J 149X	2			2
P 11K	3	3	1	2
J 50K	2			
P 93K				1
J 136K	2			2
P 148K	2			2
J 265K	3			
P 270K	2			
P 279K		1		2
P 289K	2	1	1	2
P 297K	2	3		2
P 105Q	1	3	1	
J 180Q	2	1		2
Totals	72	26	11	42

In connection with Recommendation 5 of this Sub-Commission (see below, page 191), there is included a table of current and future building programs. Without exception, every one of the new schools in a low socio-economic area has a large number of special instructional rooms or facilities designed to fit the needs of the pupils to be served.

RECOMMENDATION 4. PLANNING PROPER SCHOOL BUILDING PROGRAMS

A: PLANNING FOR POPULATION CHANGES

The Programming Unit of the Bureau of Planning of the Division of Housing bears the major responsibility for studying, analyzing, and estimating changes of population. Created in 1955, in accordance with the recommendations of the Strayer-Yavner report, it now has a staff of nineteen: a director, an assistant director, 7 planners, 2 statisticians, and 6 clerical assistants. It acts as a clearing house with reference to over-all population trends, neighborhood changes, and school building needs. It gathers information, not only by direct investigations, but also from a variety of public and private agencies—Federal Census Bureau, Department of Health, Housing Authority, Planning Commission, State Education Department, utility companies, civic groups, and planning experts. This information is analyzed and interpreted, and applied to the specific problems of the school building program.

The Bureau of Planning carries on studies of plant utilization and housing needs, projected as far into the future as may be practicable, and keeps a continuing inventory of the size, age, condition, and utilization of the physical plant. Its major function each year, and the culmination of its efforts, is the preparation of the school building program. In cooperation with the Central Zoning Unit, it analyzes data on ethnic trends in population movements, number of children of school age in a given area, and the like.

The Bureau of Planning also makes school-community studies to select proposed site areas to meet the school building needs of a neighborhood. Its proposals are then submitted to the technical sub-committee of the Shea Committee for approval. Subsequently, the Bureau of Planning assists in the selection of a specific site. It also makes up plans for the Five-Year Capital Program, at present 1962-66. While it is not possible to forecast beyond this period with any great accuracy, tentative proposals have also been drawn up for the period 1967-1970.

B: LARGE SCALE HOUSING PROJECTS

The impact of large scale housing on enrollments in the public schools has been the subject of continuing study since 1950. As indicated above, the Programming Unit has at present primary responsibility in this area. A special report from each school, dealing with existing and anticipated enrollments from large-scale housing projects, is summarized and analyzed each year.

Information as to new projects, both in planning and in construction, is transmitted regularly to the Housing Division by the N. Y. City Housing Authority. The City Planning Commission and other city departments provide information as to privately-sponsored large-scale housing developments.

This kind of cooperation has enabled the Housing Division, in many cases, to provide additional accommodations coincidental with the opening of new projects. For example, 18 of the school projects approved by the Board of Education on June 27, 1957, were included primarily for the purpose of providing necessary school facilities in the immediate vicinity of proposed new large-scale housing developments.

Schools in 1958 Building Program to Help Serve Housing Projects

Housing Project	*Proposed School*
Stapleton Houses	J 49R
Linden Houses	P 213K Addition
Mill Brook Houses	P 128X
St. Marys Houses	P 5X
Luna Park Houses	P 288K
Luna Park Houses	P 80K
Marlboro Houses	J 281K
James Monroe Houses	P 69X
Lincoln Square Houses	New High School
Melrose Houses	P 1X
Lincoln Square Houses	P 199M
Oakland Houses	P 203Q
Soundview Houses	P 100X
Horace Harding Village	P 227Q
Hammels Houses	P 183Q
Seaside Houses	P 225Q
West Brighton Houses	P 25R
Soundview Houses	P 152X
Total	18 schools

In the 1959 Capital Budget, 24 similar projects were included.

Schools in 1959 Capital Budget to Help Serve Housing Projects

Project	*School*	
Melrose Houses	P 1X	
Millbrook Houses	J 30X	Conversion
Patterson Houses	J 37X	Conversion
Motthaven-Patterson Houses	P 154X	
Williamsburgh Houses	J 196K	Conversion
Pink Houses	P 224K	Addition
Albany Houses	P 243K	
Bushwick-Hylan Houses	P 257K	
Luna Park Houses	P 288K	
Ft. Greene Houses	J 294K	
J. W. Johnson Houses	P 57M	Modernization
West Side Urban Renewal Houses	P 84M	
J. W. Johnson Houses	J 101M	Conversion
Manhattanville Houses	P 161M	
Carver Houses	J 171M	Conversion
Lincoln Square Development	P 199M	
Hammels Houses	P 183Q	
Riverside Village Houses	P 153X	
Glenwood Houses	J 78K	
Warbasse Houses	P 303K	
Riverside-Amsterdam Houses	P 174M	
Seaside Houses	P 225Q	
Lindenwood Gardens Co-op Houses	P 232Q	
Markham Houses	P 25R	
Total	24 schools	

It must be admitted that, in the past, school needs resulting from new projects have not always been anticipated. However, such instances are becoming fewer, as a result of our closer cooperation with the N. Y. City Housing Authority. Many of the schools in the present building programs, and in the Capital Budget for 1960, are being constructed in anticipation of the completion of housing projects under construction. This is, of course, the ideal situation, when the building of houses and the building of schools proceed simultaneously. This goal is not always achieved, but steady progress is being made towards its realization. For example, information was received three years ago of two new projects in the South-Central area of the Bronx—Borgia Butler and Gouverneur Morris. Subsequently, two others, Morrisania and Webster, were added. As a result of exhaustive studies by the Bureau of Planning, it was determined that 2141 additional accommodations would be needed at the time of greatest need, which will be after 1965. To meet this need, P.S. 110 has been placed in the Capital Budget, and at present is in the advanced planning stage. It should be ready for occupancy about 1963, when the Gouverneur Morris project, by far the largest of the four, will be opened. A new school, P.S. 132, at the southern end of the project, is scheduled to open in September 1960. In addition, plans are being made for another new school to serve this area, and to be completed shortly after 1965.

It should be noted that the ethnic composition of schools serving large-scale developments in most instances reflects that of the families occupying these projects. In low-cost public housing, the policies of the Housing Authority and Department of Welfare are controlling factors in the processing of applications and tenant occupancy. The residential patterns of these housing projects, and of all others, fall outside the jurisdiction of the Board of Education and cannot be altered directly by Board action.

C: PLANNING AND ETHNIC TRENDS

As indicated above, the Bureau of Planning applies ethnic trends in planning programs for physical plant construction and modernization.

RECOMMENDATION 5. BUDGETS TO IMPROVE FACILITIES IN DEPRESSED AREAS

A: BUDGETS AND BUILDINGS

1. *Capital Budgets*—Acute congestion and old age are two conditions which have plagued the city's public school buildings for many years. There are more than 850 buildings, all safe and sanitary, but many of them are not the beautiful, comfortable and functional buildings we should like them to be. The Board of Education has exerted every effort to supply the public schools with a modern physical plant, but it has never been able to catch up with the building needs of a continuously expanding, changing, and aging school system. Depressions, wars, and post-war inflations have had their inevitable effects on capital budgets and school construction programs; increasing birth rates, immigration, and in-migration have resulted in soaring school enrollments; tremendous housing projects and developments have changed the face of the city, creating sudden new demands for school facilities; shifting populations have exacerbated an already difficult situation, creating under-utilized schools in some areas and

overcrowded schools in others; time and use have exacted their toll in outworn school facilities. Over the years there has also been a change in standards for adequate school plant, just as there has been a change in thinking concerning an adequate home, or an adequate place of business. It is indeed unfortunate that the public desire for improved physical facilities for homes and business has not always been accompanied by a similar understanding of the needs of the school system. Schools have fallen heir to a variety of responsibilities which were unknown fifty years ago—feeding, care during lunch, health, guidance, recreation, remedial work, and a host of others.

All of them require physical facilities which were not supplied thirty or forty years ago. Standards of lighting, ventilation, space per pupil, seating, and comfort have changed a great deal. Modern educational philosophy, with its greater emphasis on all aspects of child development, requires more space, more special rooms, and more special services. These factors are important for schools in all areas, but they are even more important in those of lower socio-economic status.

Such schools are often located in the older, more crowded neighborhoods. Thus, it is precisely those schools which have the greatest need for modern educational conveniences which are often most deficient in them. Sometimes, too, the very efforts to provide additional help for disadvantaged children create new and serious building problems. For example, as indicated in previous chapters, there has been for many years a constant decrease in class size, particularly in the special service schools. It is obvious that even when the number of pupils remains the same, smaller classes create the need for more classrooms.

In order to provide for these many requirements, the Board of Education has requested record-breaking sums for school construction. In the four years since 1957 a total of $464,280,462 in new funds has been requested for the Building Program, but only $339,806,028 has been granted by the city.

Capital Budget New Funds: Requests and Allocations

	Requests	*Allocations*
1957	$127,057,271	$101,909,147
1958	108,051,926	96,910,035
1959	113,739,540	72,633,178
1960	115,431,725	68,353,668
Total	$464,280,462	$339,806,028

Of course, even in making requests, due consideration must be given to the financial position of the city. Thus the construction program has been determined largely, not by the needs of the children, but by the willingness and the ability of the taxpayers to support the necessary improvements. The slow erosion of the real value of the dollar has continued steadily, so that today a capital budget dollar buys only about 60 cents worth of the construction it did in 1946.

As a result of the operation of all these factors, the gap between building and obsolescence has been cut down only slightly in the last three years. It had been hoped that rapid and substantial improvement would result from the passage of the $500,000,000 Bond Amendment. In the light of existing conditions, it seems likely that little real progress can be anticipated, unless there is considerably greater public support for bigger capital budgets. With present allotments, the school system is just about managing to hold its own.

There are so many buildings becoming obsolescent each year that the ratio of such buildings to the total number of schools in operation actually increased from 29% in 1948-49 to 33% in 1957-58. We now have 175 schools built fifty or more years ago which are educationally substandard, and which are now classified as obsolete. There are 176 schools which are inadequate with respect to service facilities, such as auditorium, gymnasium, and lunchroom. Nine neighborhoods have no junior high schools, and eighteen junior high schools include elementary grades. Almost 28,000 elementary pupils are on short time session, receiving less than the required five hours of instruction daily; 100,000 additional pupils are on special schedules, and many hundreds of emotionally disturbed boys and girls remain in regular schools because there is no room for them in existing special schools.

Efforts to carry out the recommendations of the Sub-Commission on Physical Plant and Maintenance can be understood only in the context of this total situation. Its report states, "Clearly, there is the need for more and better school plants. That is an over-all requirement and must be met as soon as possible. The inequalities with which this Sub-Commission is concerned are more immediate and must and can be eradicated even before the larger issue is met." But this larger situation cannot be entirely disregarded. Our responsibility is to all the children and to all the people of the City of New York. In making decisions, we have been constantly and acutely conscious of the various suggestions of the Sub-Commission and every effort has been made to implement them, within the limitations of budgetary allotments and over-all requirements. Certainly the record shows clearly that within the past three years considerable progress has been made in closing what the Sub-Commission termed "the racial gap in the quality of school facilities."

2. *Building Maintenance and Repair*—Exclusive of Capital Budget funds, more than 27.5 million dollars has been spent in the last three years for building maintenance and repair.

Expense Budget Funds for Maintenance and Repair

Year	*Total*
1956-57	$ 8,977,000
1957-58	7,966,000
1958-59	10,602,000
Total	$27,545,000

The specific allocation of these funds has been the joint responsibility of the Bureau of Plant Operation and Maintenance and of the assistant superintendents in the field. The superintendents are, of course, well aware of the needs of the children in their districts, and of the condition of the various buildings. They have therefore given priority to those schools which present unusual or difficult problems. The amount of money allocated to any one school building has been proportionate to the need for physical improvement, with the bulk of such appropriations going to obsolescent schools in depressed areas where the needs are greatest.

B: IMPROVEMENT OF FACILITIES IN DEPRESSED AREAS

1. *New Buildings and Modernizations, 1957-1959.*

This subject has been discussed above, Recommendation 2 C, D.

2. *Current Construction and Building Plans*—New buildings under construction on January 1, 1960 totalled 23; of these 18 were elementary schools, 3 were junior high schools, and 2 were high schools. Twenty-two buildings were being converted, or expanded, or renovated—12 elementary schools, 6 junior high schools, and 4 high schools. In addition, 11 new elementary schools and 5 new junior high schools, for which funds had been allocated in capital budgets adopted prior to 1960, were in the planning stage, with actual construction to begin shortly. The table below lists the specific schools, together with the estimated percentage of "other" children (e.g., other than Negro or Puerto Rican).

It must be emphasized most strongly that these percentages are mere estimates, based upon tentative findings in a changing situation. In areas of population mobility, the time between breaking ground for a new building and its opening, may bring a considerable change in ethnic distribution. Zones must be established, with due regard for all the principles of zoning mentioned in Chapter VII. These factors and others make it utterly impossible to project with accuracy, so far in advance, the ethnic composition of a school which is planned or in construction.

Current Construction and Building Plans Jan. 1, 1960

Under construction completion 1960			*Under construction completion 1961 or early 1962*			*In Planning*		
School	*% other*[4]	*Type*[5]	*School*	*% other*[4]	*Type*[5]	*School*	*% other*[4]	*Type*[5]
P 59M	82	N	P 101M	5	C	P 84M	22	N
J 99M	15	C	P 128M	30	N	P 154M	1	N
P 100M	1	C	P 145M	15	N	P 161M	6	N
P 134M	28	N	P 155M	12	N	P 199M	36	N
P 171M	6	C	P 1X	20	N	P 154X	12	N
P 180M	1	N	P 5X	15	N	P 243K	5	N
P 198M	30	N	P 23X	1	AM	P 257K	5	N
Voc. H.S. of Art & Design	75	N	P 30X	23	C	P 282K	35	N
P 51X	5	AM	P 37X	25	C	P 288K	75	N
P 100X	25	N	J 52X	12	C	J 294K	20	N
P 132X	20	N	P 19K	33	AM	P 305K	1	N
J 136X	8	N	P 196K	27	C	P 183Q	35	N
P 150X	8	N	P 224K	82	AM	J 192Q	75	N
P 46K	8	N	P 262K	1	N	J 231Q	60	N
J 49K	31	C	Westinghouse Voc. H.S.	58	AM	J 2R	95	N
J 142K	78	AM	Madison H.S.	99	AM	J 49R	95	N
P 213K	97	AM	J 93Q	95	C			
P 274K	35	N	P 203Q	99	N			
J 296K	25	N	New Dorp H.S.	98	AM			
P 298K	11	N						
P 299K	35	N						
P 139Q	99	AM						
J 141Q	98	AM						
Francis Lewis H.S.	95	N						
Far Rockaway H.S.	94	AM						
J 51R	95	N						

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[4] This figure is, as indicated, only a rough estimate.

[5] N = New building; AM = Addition, or Modernization, or both; C = Conversion.

Of the total of 29 new elementary schools, 9 are expected to fall into the "X" category, 1 in the "Y", and 19 are expected to be integrated, as defined above. For the 8 new junior high schools, the expected totals are 1 "X" school, 3 "Y" schools, and 4 integrated schools.

3. *Capital Budget for 1960*—The capital budget for 1960 includes a total of 63 schools:

For Construction

New Schools—P 74M, P 76M, P 79M, P 174M, P 181M, P 111X, J 133X, J 271K, J 275K, P 304K, J 8Q, P 197Q, P 232Q, J 27R.

Additions and/or Modernizations—P 116M, P 236K, P 37Q.

Conversions—P 29K, P 83M.

For Advanced Planning

New Schools—P 62M, P 96M, J 143M, P 149M, P 153M, P 185M, P 29X, P 110X, P 153X, P 38K, P 43K, J 78K, J 218K, P 250K, P 309K, P 21Q, P 76Q, J 202Q, P 207Q, P 225Q, J 7R, P 25R, Central Brooklyn H.S., Southeast Brooklyn H.S., Central Queens H.S.

Additions and/or Modernizations—P 41X, P 229K, P 242K, P 143Q, P 146Q, P 163Q, P 193Q, Bronx Voc. H.S.

Conversions—P 60X, P 178K, P 40Q.

For Advanced Site Acquisition

J 56M, J 70M, P 137M, P 138M, P 303K, P 80Q, P 23R, Riverdale H.S.

The table below summarizes this information.

Number of Schools in 1960 Capital Budget

	Elementary	*Junior H.S.*	*High School*
For construction			
new	9	5	
additions and/or modernizations	3		
conversions	2		
Total	14	5	
For advanced planning			
new	17	5	3
additions and/or modernizations	7		1
conversions	3		
Total	27	5	4
For advanced site acquisition	5	2	1
GRAND TOTAL	46	12	5

Under normal conditions, projects advance in three successive years from the site acquisition stage, through the planning stage, to actual construction. As of this moment, the highly tentative estimate is that approximately half of the 43 new elementary and junior high schools will be integrated, as defined above; one-third will be "X" schools; and one-sixth will be "Y" schools.

4. *Schools Listed in PEA Report*—The Public Education Association, in its report on school buildings, based its conclusions on conditions existing in the 51 "X" schools. Recently, a study was made of the present status of the physical plant of these schools.

Of the 42 elementary schools:

14 were relatively modern, and are listed below with the date of construction:

P 108M	1951	P 124X[6]	1939
P 113M	1938	P 44K	1951
P 133M	1949	P 48Q	1936

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[6] Modernized, gym and lunch room added, 1950.

P 156M	1954	P 116Q	1925
P 194M	1940	P 140Q[7]	1929
P 63X	1924	P 143Q	1929
P 99X	1941	P 160Q	1939

6 have been discontinued, and replaced with new buildings:

P 5M, P 89M, P 26K, P 41K, P 46M, P 78K.

1, P 10M, will be discontinued and replaced by P 180, under construction and by P 76M, in planning.

1, P 107M, will be replaced by P 171M, which is now being converted from a junior high school to an elementary school.

2 will be replaced in 1962 or 1963 by buildings which are now in the planning stage: P 157M by P 154M, and P 83K by P 243K.

2 will be replaced by schools listed in the 1960 Capital Budget for construction: P 57M by P 74M, and P 103M by P 79M.

5 will be replaced by schools in the 1960 Capital Budget for advanced planning: P 24M by P 96M, P 186M by P 153M, P 47K by P 38K, and P 170M, P 184M by P 149M and P 185M.

5 have received major modernizations in recent years:

P 102M (1957); P 109M (1953); P 23X (contract awarded Nov. 1959);

P 90M (1951); P 129K[8] (1958).

5 are being considered for replacement or modernization within 5 to 7 years:

P 68M — built 1906 — to be surrendered about 1965, and pupils absorbed by other, newer schools.

P 72M — built 1924 — improvement in lunch room and gymnasium facilities planned for 1965.

P 119M — built 1900 — to be replaced by P 92M; site acquisition money to be requested in 1962 Capital Budget.

P 28K — built 1913, new wing 1925 — in the Master Plan for modernization after 1965.

P 70K — built 1889, new wing 1900 — Some children absorbed by new P 299K[9], some will be absorbed by P 262K, now under construction, the remainder will attend P 309K, which is listed in the 1960 Capital Budget for planning.

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[7] New wing added, 1938.

[8] P 304K, listed in the 1960 Capital Budget, will ease the overcrowding in this school; it will be replaced by P 81K, to be included in the Capital Budget for 1963 or shortly thereafter.

[9] It had originally been intended to have P 299K replace P 70K. However, at the request of the parents of the community, P 299K was given its present location, so as to give to as many children as possible the advantages of an integrated school.

1, P 92Q — built in 1913, new wing 1922 — not being considered for replacement or modernization in the near future.

Of the 9 junior high schools:

J 81M — now an annex of P 10M; not used as a Jr. H. S. building; to be surrendered on completion of P 76M, probably 1962.

J 120M — built 1943 — converted from boys Jr. H. S. to co-ed, also minor repairs and painting; total cost $245,000.

J 136M — built 1925 — major repairs, modernizations, and replacements since 1954 total $131,520.

J 139M — built 1929, addition 1939 — repairs, modernizations, and painting since 1956 cost $138,250.

J 164M — built 1930 — repairs, painting, and modernizations since 1955 cost $109,000.

J 40X — to be replaced by J 136X, now under construction.

J 51X — general modernization, addition, and conversion of building for use as an elementary school—work now in progress; total contracts $1,100,000.

J 55X — built 1916, addition 1922 — general modernization, 1952, $750,000.

J 66K — modernized and converted in 1956 for use as an elementary school.

RECOMMENDATION 6. INTEGRATED NEIGHBORHOODS AND SCHOOL SITES

A: ENCOURAGEMENT OF ETHNIC INTEGRATION IN RESIDENTIAL PATTERNS

It is a matter of public record that the Board of Education, as a part of its concern for integration in the schools, has encouraged and cooperated with efforts, public and private, to promote ethnic integration in residential patterns. The various chapters of this report, particularly those dealing with zoning and with community relations, reveal many evidences of efforts to meet the problem, and to cooperate with various agencies.

B: SITE ACQUISITION

This question has been discussed in connection with Recommendation 1, above. During the past three years alone a total of $34,766,500 has been made available for site acquisition, as follows:

1958 Capital Budget	$11,800,000
1959 Capital Budget	12,966,500
1960 Capital Budget	10,000,000
Total	$34,766,500

Within recent years, efforts to replace older buildings in the more congested areas have frequently been handicapped by difficulties with reference to site acquisition. Obsolescence is a natural consequence of old age; obviously, obsolete school buildings are frequently found in the older parts of the city, where there are often concentrations of minority groups. The difficult problems involved in acquiring and clearing sites which require relocation of tenants and demolition of encumbrances can retard the start of construction by many months.

However, substantial progress has been made in streamlining procedures, although, as previously indicated, the Board of Education is by no means a free or independent agency in the choice of sites. As of January 21, 1960, the Board of Education had accounted for 17 sites out of the 19 schools in the construction budget for 1960. It seems likely that all 19 schools will be under contract by the end of the year.